DOCUMENT RESUME

ED 262 382 CS 008 171

TITLE Textbooks and Reading Materials. Volume Two: Outcomes of the Regional Seminar. Report of a Regional Seminar on Textbooks and Reading Materials (Wellington, New Zealand, October 4-12, 1983).

INSTITUTION New Zealand Dept. of Education, Wellington.; United Nations Educational, Scientific, and Cultural Organization, Bangkok (Thailand). Regional Office for Education in Asia and the Pacific.

PUB DATE 84

NOTE 95p.; For Volume One, see CS 008 170.

PUB TYPE Reports - Descriptive (141) -- Collected Works - Conference Proceedings (021)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.

DESCRIPTORS *Instructional Materials; International Relations; *Reading Instruction; *Reading Materials; *Reading Programs; Seminars; *Textbook Evaluation; *Textbook Publication; Textbooks

IDENTIFIERS *New Zealand

ABSTRACT

For the second of two volumes dealing with the effective use of instructional materials to teach reading, this booklet describes the participants and outcomes of a regional seminar on the use of reading instruction materials and textbooks held in New Zealand. The first section of the booklet provides an overview of the seminar, including objectives, participants and countries, and future actions proposed by participants. The second section considers major aspects of the development, provision, and use of textbooks and reading materials, including the functions of organizations and agencies; meeting needs for textbooks and reading materials; preparation, trial, and evaluation of textbooks; publication, production, and distribution of textbooks; textbook evaluation; cost reduction; and teacher involvement in the planning, preparation, trial, and evaluation of textbooks. Appended materials include summaries of the reports by New Zealand participants (specifically on the country's "Ready to Read" program, the publications branch of the New Zealand Department of Education, the project to revise and update the materials used in the reading program, and the teacher inservice program), a list of the seminar participants, the work schedule, and the opening address by New Zealand's Acting Minister of Education and Minister of Trade and Industry. (HTH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

Asian Programme of
Educational Innovation for Development

APEID

ED262382

Textbooks and Reading Materials

Volume Two: Outcomes of the Regional Seminar

Report of a Regional Seminar on
Textbooks and Reading Materials,
Wellington, New Zealand, 4–12 October 1983

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

Maria LaoSunthara

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

UNESCO Regional Office for Education in Asia and the Pacific,
Bangkok
Department of Education, Wellington, 1984

CS008171

[APEID] Regional Seminar on Textbooks and Reading Materials, Wellington, New Zealand, 4-12 October 1983.

Textbooks and reading materials; report. Bangkok, Unesco, 1983.

3 v. (Asian Programme of Educational Innovation for Development)

Contents: -v. 1. The 'Ready to read' project – the New Zealand experience. -v. 2. Outcomes of the Regional Seminar. -v. 3. Production and utilization.

1. TEXTBOOK PRODUCTION – ASIA. 2. READING MATERIALS – ASIA. I. Unesco. Regional Office for Education in Asia and the Pacific, Bangkok. II. New Zealand, Department of Education. III. Title. IV. T anals. V. Series.

371.32
418

Preface

The Regional Seminar on Textbooks and Reading Materials was organised by the Unesco Regional Office for Education in Asia and the Pacific, and its Asian Centre of Educational Innovation for Development, jointly with the New Zealand Department of Education through the New Zealand National Commission for Unesco.

© Unesco 1983

Published by the
Unesco Regional Office for Education in Asia and the Pacific
P.O. Box 1425, General Post Office
Bangkok 10500, Thailand

Printed in New Zealand

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of Unesco concerning the legal status of any country, or of its authorities, or concerning the delimitations of the frontiers of any country or territory. Opinions printed here do not necessarily represent the official views of Unesco.

Contents

	Page
Part One: Overview	1
Introduction	1
Seminar Objectives	1
Participants and Countries	2
Formal Opening	2
Election of Officers and Adoption of Work Schedule	3
Country Presentations	3
Group Discussions and Compilation of Draft Report	3
Major Aspects Considered	4
Visits and Formal Functions	4
Address by the New Zealand Director-General of Education	5
Major Points	5
Future Actions Proposed by the Participants	5
Concluding Session and Adoption of Draft Report	6
Part Two: Consideration of Major Aspects of the Development, Provision, and Utilisation of Textbooks and Reading Materials	7
Section A Organisations and Agencies	7
The Functions of Organisations and Agencies	7
Research and reflection	8
Policy	8
Planning and mobilisation of resources	9
Design and development	9
Supervision	10
Publication	10
Distribution	10
Cost to children	11
A summary of institutional arrangements in participating countries for carrying out specified functions in relation to textbooks and reading materials for primary education	12
Section B Planning to Meet Needs for Textbooks and Reading Materials	14
Assessing Needs	
Children	14
Teachers	14
Country needs	15
Sources of Information when Assessing Needs	
Schools	15
Research	15
Consultation of interested groups	15
Other Important Considerations in Identifying Needs	
Geography	16
Population	16
Languages and language learning	16
Time	17
Teacher Training	17

Section C Preparation, Trial, and Evaluation 18

Authors
Functions and arrangements 18
Selections of authors 19
Criteria for selection 19
Guidance and training 19

Editors
Functions and arrangements 20
Selection of editors 21
Criteria for selection 21
Guidance and training 22

Designers (Art Editors) and Illustrators
Functions and arrangements 22
Selection of art editors and illustrators 23
Guidance and training 23

Issues and Concerns
Expertise; training needs 24
Consultation and communication 24
Official approval 24
Teachers' expertise and attitudes 24
Sensitivities 24
Influence of government policies 25

Trial and Evaluation
What are the purposes? 25

Who Should be Involved?
Teachers 25
Children 26
Parents 26
Subject specialists, recognised experts 26
Observers 27
Writers, project team 27
Other interested persons or groups 27

How Should the Trials be Conducted?
Procedures and arrangements 27
Form of trial materials 28
Time needed or allocated 28

Section D Publication, Production, Distribution 29

The Relationship Between the Education Authority and the Publishing Industry 29
Issues arising from the relationships between the state agency and the private publishing industry 29

Mass Production of the Prepared and Approved Manuscript
Factors affecting the assessment of print-runs 30
Ratio of pupils to textbooks 30
Extra numbers for new intakes 30
Wear and tear 30
Assessing the size of print-runs 31
The timing of assessments 31
The contribution of private publishers 32
The role of staff training in increasing the availability of books 32

The Producers of the Textbooks Required
Questions arising from varied publication arrangements .. 33

Setting, Checking, and Maintaining of Standards
Quality of paper 34
Personnel 34
Checking procedures 35
Approval to distribute 35
Time limits imposed on publishers 35
Questions arising concerning standards 36

The Forms in which Textbooks and Reading Materials are Produced 36

Distribution of Textbooks
Forms of supply to pupils 37
Common patterns of distribution 37
Covering costs of distribution and raising efficiency 38
Problems presented by terrain and climate 38
Delays and damage on distribution 39
Ordering procedures and complaints 39
Questions arising concerning distribution 39

Section E Evaluation 41

Factors Influencing Changes in Textbooks and Resources .. 41

The Role of Evaluation in Resource Change
Regular planned evaluation or responsive evaluation .. 43
Cost of evaluation and commitment to change 43
Who evaluates? 43

Cost Effectiveness 44

A Possible Framework for Evaluation of Resources 45

Section F Cost Reduction 47

A Framework for Cost Analysis 47

Planning Measures to Reduce Costs 47

Identifying Costs
Identifying needs 48
Preparation and trial of materials 48
Production 48
Distribution 49

Section G Teacher Involvement in the Planning, Preparation, Trial, and Evaluation of Textbooks 51

Fundamental Conclusions 51
Teacher involvement 51
Teacher competence 51
A variety of systems and methods 52

Pre-service and In-service Training of Teachers with a View to Successful Programme Implementation and Resource Utilisation
Conditions for successful in-service training 53
Local, school-based, training 53
In-service training for teachers from larger geographical areas .. 54

Section H: Parent and Student Involvement 56

Students 56
Parents 57

Appendices: Report on the New Zealand Presentations

A: Teaching Reading: The New Zealand Style

Beliefs Underlying Reading Programmes .. 58
Approaches Contributing to a Balanced Reading Programme .. 58
Discussion .. 59

B: The New Zealand School Publications Branch

Establishment of the Branch .. 60
Methods of Book Supply .. 61
Structure and Roles .. 61
Recruitment .. 61
Conclusion .. 62
Discussion .. 62

C: The *Ready to Read* Revision and Extension Project

Receipt and Initial Screening of Scripts .. 63
Criteria for Selection of Scripts .. 64
Ready to Read: Grading Checklist .. 64
Applying the Criteria, and Initial Editing of Scripts .. 66
Preparation of the Trial Booklet .. 67
Trying Out a Script .. 67
Evaluation of the Trial .. 69
Final Editing and Production .. 69
Discussion .. 72

D: In-service Training of Teachers in New Zealand and How It Has Been Adapted for Reading

National Structure .. 73
The Early Reading In-service Course (ERIC) .. 74
The Later Reading In-service Course (LARIC) .. 74
Discussion .. 76

Annexes

I: Seminar Participants and Resource Persons-Participants .. 78
II: Seminar Work Schedule .. 81
III: Opening Address by Hon. Hugh Templeton, Acting Minister of Education, Minister of Trade and Industry .. 85

Part One: Overview

Introduction

Within the framework of UNESCO's Asian Programme of Educational Innovation for Development (APEID), the New Zealand Department of Education hosted a regional seminar 4–12 October 1983 on textbooks and reading materials for primary education. This seminar was a result of discussions about the *Ready to Read* revision and extension project during a visit to New Zealand in 1982 of Mr Raja Roy Singh, Assistant Director General, UNESCO Regional Office for Education in Asia and the Pacific (ROEAP), Bangkok. Mr Singh was impressed with the co-operation between teachers and the department as illustrated by the revision of the *Ready to Read* series.

Seminar Objectives

The objectives of the Regional Seminar were:

1. To explore major issues and growth points and problems related to planning, preparation, production, systems of storage and distribution, utilisation, and evaluation of the effectiveness of textbooks and reading materials with special reference to:
   (a) Institutional arrangements (agencies, organisations) and organisational aspects of planning and production of textbooks and reading materials for primary education;
   (b) Planning of the contents of the textbooks and reading materials to meet the needs of the learners;

(c) Preparation of learning materials, their try-out and evaluation;
(d) The process of production, publication, and distribution of textbooks and reading materials;
(e) Evaluation of the effectiveness of textbooks and reading materials;
(f) Problems relating to the reduction of the cost of textbooks and reading materials while improving their appearance, quality, and durability;
(g) The involvement of teachers in the development of programmes and resources, and the training of teachers with a view to successful programme implementation and resource utilisation.

2. To compile a portfolio of materials describing various experiences in the preparation and adaptation of teaching and reading materials, and in the training of teachers for their effective use.
3. To prepare—in the light of the experience of the participating countries in this field, including the New Zealand experience in teaching reading, the *Ready to Read* revision project, and the in-service training of teachers—a set of suggestions for follow-up actions at national and regional levels.

Participants and Countries

The thirty-nine participants from seventeen countries (see Annex I) were all senior educational planners and administrators responsible for textbooks at a primary level. There was one each from Australia, Fiji, India, Indonesia, Nepal, Pakistan, Papua New Guinea, the Philippines, Singapore, Thailand, Tonga and Western Samoa; two each from the People's Republic of China and Malaysia; four from New Zealand; and two participants/observers, one each from the Solomon Islands and from Vanuatu; as well as fourteen resource people from New Zealand, two representatives from the UNESCO Regional Office in Bangkok, and one representative from the New Zealand National Commission for UNESCO.

Formal Opening

The seminar was formally opened by the Hon. Hugh Templeton, Minister of Trade and Industry and Acting Minister of Education. The text of this address is attached as Annex III.

In welcoming participants to the seminar, Dr Latif, Chief of the Asian Centre of Educational Innovation for Development (ACEID), expressed gratitude to the organisers for their exemplary preparatory work, on behalf of the UNESCO Regional Office for Education in Asia and the Pacific. He also elaborated on the purposes and objectives of the seminar and on how these related, first, to the universalisation of education, which was one of APEID's five development-related programmes for the 1982–86 cycle; and second, to education for all, which was one of the three major areas in UNESCO's second medium-term plan, 1984–1989.

Dr Latif pointed out that the countries involved in the seminar represented over half the children at school in the world.

Election of Officers and Adoption of Work Schedule

The seminar began with an audio-visual presentation on the country and people of New Zealand. This was followed by election of the officers. The participants elected the following:

Chairman:	Mr C. P. Brice	(New Zealand)
Vice Chairman:	Dr P. L. Malhotra	(India)
	Prof. G. Kibriya	(Pakistan)
Rapporteurs:	Mrs C. Lim	(Singapore)
	Mr H. J. McQueen	(New Zealand)

The proposed schedule of work was then adopted by the conference. (See Annex II.)

The election of Mr Brice as chairman reflected the esteem felt by participants at the preparatory work done by the host country.

Country Presentations

As host, New Zealand made presentations based on the following sections of its country paper:

- Teaching Reading: The New Zealand Style
- The New Zealand School Publications Branch
- The *Ready to Read* Revision and Extension Project
- The In-Service Training of Teachers in New Zealand and How It Has Been Adapted for Reading

An outline of the principal points made in each presentation and a brief summary of the subsequent discussions are attached as Appendices A–D to this report of the proceedings.

The New Zealand presentations were intermingled with presentations by the other participating countries. The various presentations amplified the country papers distributed prior to the seminar and highlighted key issues. The plenary discussions which followed each country presentation enabled the clarification of many points. A brief presentation was also made on the function of the International Reading Association within the context of teaching reading in New Zealand. An evening address was given by two private publishers who stressed the complementary roles of private and state publishing within New Zealand in the production and distribution of textbooks and reading materials at the primary level. These presentations occupied the first two-and-a-half days.

Group Discussions and Compilation of Draft Report

At the conclusion of the presentations, four discussants led a full conference examination of eight major aspects arising from the conference theme (see next

paragraph). The examination was made in the light of each country's experiences, innovations, and growth points. The participants then divided into four groups, each led by a discussant, to discuss in greater detail assigned major aspects and to prepare sections of the draft report. Each group had New Zealand writers attached to assist in the task. By these measures, participants examined and shared experiences, explored major issues and problems, and compiled the draft report.

Major Aspects Considered

The seminar as a whole, and the working groups, addressed the following major aspects of the development, provision, and utilisation of textbooks and reading materials for primary education:

- organisations and agencies involved in the planning and production of textbooks and reading materials;
- planning to meet the needs;
- the preparation of learning materials, trial, and evaluation;
- production, publication, and distribution;
- evaluation of textbooks and reading materials;
- problem of cost reduction;
- involvement of teachers in the planning, development and evaluation of textbooks and reading materials;
- involvement of teachers in in-service and pre-service training.

All these aspects of development, provision, and utilisation of textbooks and reading materials are reflected in the report of the seminar. A section on the involvement of students and parents was also included in the report.

Visits and Formal Functions

During the nine days of the seminar, visits were made to two schools, a primary school (children aged five to ten) and an intermediate school (children aged eleven and twelve), to enable participants to see the context in which textbooks and reading materials are used in New Zealand. Visits were also undertaken to places of interest to the participants—the School Publications Branch, the Government Printing Office, the Correspondence School, pre-school institutions, the Advanced Studies for Teachers Unit, the School Library Service, the New Zealand Council for Educational Research, the Multicultural Education Resource Centre, and Parliament House. Social activities included an opening function addressed by the Acting Minister of Education, a Parliamentary reception hosted by the Minister of Tourism, and a reception hosted by the Chief of ACEID. On the Sunday, participants were taken on a scenic tour of the Wellington area, including visits to the Takapuahia Marae, Southwards Museum, and Nga Manu Sanctuary. Many participants also accepted invitations to visit a private home and have a meal with a New Zealand family.

Address by the New Zealand Director-General of Education

The New Zealand Director-General of Education, Mr W. L. Renwick, attended the seminar on two occasions, and addressed the participants in an informal session. He highlighted the diversity of the region, and complimented UNESCO, which had made it possible for the participants to learn together and exchange experiences in the APEID context. Although the nations represented were diverse, all shared a respect for learning and an appreciation of the value of co-operation.

Throughout the seminar, these factors of diversity and a common respect for learning were exemplified. Educational structures vary from one country to another, as does the development of textbooks and reading materials. Regardless of the system, the attainment of a high level of education for all children at the primary level is the most important policy goal for all.

Major Points

During the seminar, the following points emerged:

- the success of the New Zealand experience, as illustrated by the *Ready to Read* project, reflected the emphasis placed on reading at the early stage;
- there was no one way to plan and produce textbooks and reading materials for primary education;
- while aiming for excellence and quality, there was a need for planners to be aware of limited resources and the importance of preparing cost-effective materials;
- there was a need to be always conscious of the child for whom the systems are being organised.

Further Actions Proposed by the Participants

The participants of the seminar considered the immediate and further actions needed in their countries; recommendations related to these will be presented for consideration to their respective national authorities.

1. For immediate dissemination of the knowledge and experiences gained during the seminar:

- nine countries intend to organise special meetings;
- three countries intend to organise special lectures;
- one country plans to organise a conference;
- three countries intend to organise national seminars;
- two countries intend to report to their directors of education;
- one country plans to compile a summary of findings and prototype materials and to store it in a central information bank.

2. Actions envisaged at national level included:

- ten of the participating countries intend to evaluate the development of materials in the light of the insights gained during the seminar;
- three countries intend to organise National Workshops to train textbook writers, editors, and teachers;
- one country plans to prepare a special report on the seminar, and to disseminate it among all educational specialists concerned with textbook production and utilisation;
- one country will organise a trial of selected educational materials throughout the country;
- two countries will organise meetings for curriculum developers, educational researchers, authors, publishers, teachers, and supervisory personnel;
- two countries will evaluate English and national language reading materials to determine their usability;
- one country will publish a research paper for their Education Research Institute organisation;
- one country will include its observations and experience in its National Survey and study of pre-school education, and will include the findings in a recommendation to its Government. These recommendations will include the various models studied at the seminar.

3. It was proposed that where desirable, two countries, or a group of countries, seek to pool resources and expertise in order to develop indigenous instructional materials, particularly reading materials.

Concluding Session and Adoption of Draft Report

The concluding session adopted the draft seminar report. Mr Brice expressed his appreciation to all participants, discussants, and observers, for their contribution to the seminar and their assistance to him as chairman. Mr J. E. Smith, Chairman of the New Zealand National Development Group of APEID, spoke and stressed the importance of each country's National Development Group in co-ordinating the various functions for APEID. Mr Brice concluded the seminar in traditional Maori style with a poroporoaki.

Part Two: Consideration of Major Aspects of the Development, Provision, and Utilisation of Textbooks and Reading Materials for Primary Education

Section A: Organisations and Agencies

Each of the participating countries has established organisations and agencies to produce and distribute textbooks and reading materials appropriate to its conditions and needs. These organisations and agencies work in relation to the economic, social, and political conditions in the country. The structure of the organisational system is relevant only to that particular country, and is unlikely to be transferable in entirety to any other country. However, there are common functions caried out by the organisations in each country. These functions are examined below under the headings: Research and Reflection; Policy; Planning and Mobilisation of Resources; Development; Supervision; Publication; Distribution; Implementation; and Monitoring and Evaluation.

A summary and analysis of the organisations and agencies in each country, and their contribution to this list of functions, is set out in the table at the end of this section.

The Functions of Organisations and Agencies

The functions of the organisations and agencies are discussed below, in the light of the experiences of the various countries. They provide an introduction to the issues raised in subsequent sections.

Research and Reflection

In most counties in the region, universities and other tertiary centres of learning are constantly engaged in education-related research. Findings from research into such factors as child development and the learning processes may initiate a review of existing methods and materials. For example, the work of Professor Marie Clay of Auckland University, New Zealand, led to the development of a method for preventing reading failure by means of early diagnosis and intervention when children are aged six, one year after they begin school.

Other forms of research involve comparison and consideration of the objectives of a particular section of the educational system, with careful observation and recording of what is actually happening in schools and what students are achieving. Research of this nature may be done on a local, regional, or national basis by a range of different organisations.

In some instances, research is used to identify needs, but may also provide detailed analyses of expressed needs, priorities, and cost effectiveness. Such procedures can also provide information on the special requirements of advantaged and disadvantaged children. In some cases, it is appropriate to carry out research during the formative stages of a project. An example of such research is the evaluation of material planned for inclusion in the New Zealand *Ready to Read* series using trial booklets illustrated with line drawings.

In other instances, follow-up research is undertaken to assess the strengths and weaknesses of the material, and the ways in which it is used. In some countries there is a policy of regular evaluation of material after three to six years of use.

Reflection—the detailed consideration of certain practices and materials—may be initiated by many factors, such as research findings (as just outlined), by major social changes, or by public concern and debate on particular issues. In some countries, public discussion may be initiated at the highest political levels. In many of the countries represented there are organisations and agencies that survey the opinions of all of the groups in the community interested in curriculum, textbooks, and materials.

Reflection can also involve special consideration of the sensitivities of groups within a community or a society. These can include the views of sectarian groups, minority cultures, or groups concerned about sexist or racist attitudes.

Policy

The collection of information, and the crystallisation of related dialogue outlined in the section above, usually takes the form of policy proposals, emerging from many quarters, for general or specific action. These proposals may be filtered through the appropriate agencies charged with the responsibility of keeping the curriculum under constant review, but other institutions and non-educational groups may also contribute to the formation of policy.

Such proposals may be evaluated by curriculum development institutes or centres now operating in most countries of the region. The more detailed shaping of policy is usually the particular concern of education ministries, but is not necessarily limited to ministries.

In many countries in recent years, questions raised about the process of textbook preparation and about achievement levels in the primary school have led to changes in the procedures for dealing with the development of resource materials.

In all countries, the final approval of policy is given by the government.

Planning and Mobilisation of Resources

If government policy is to be accurately reflected in the textbook and reading materials used in schools, thorough planning in all aspects is essential. Planning agencies need to consider issues relating to: the recruitment, training, and duties of teachers; communication; the allocation of funds; timing; and their teachers' abilities to use the materials. In the countries represented at the seminar, planning functions are performed by autonomous organisations, by publications branches of education departments, by textbook bureaux, or by national textbook committees.

Details of the New Zealand planning structure are given in the New Zealand Country Paper. (See Volume One.)

Other models of planning and mobilisation of resources presented at the conference covered factors such as: identifying the textbooks and reading materials in use, and establishing stock levels; identifying resources that should be reprinted and those that require revision; establishing new titles; identifying potential writers; preparing training programmes for writers; carrying out editing and publication; distributing the materials; and training the teachers.

Design and Development

Organisations and agencies responsible for the design and development phase prepare the materials for publication. In several countries this function is carried out by special teams set up within ministries or departments of education. The main trend in the countries represented at the conference is to develop strong professional bodies, such as curriculum centres and institutes. The number of staff in these organisations may vary widely (from five to more than one hundred) but the procedures carried out are markedly similar. The development team frequently includes a curriculum expert, subject and pedagogical experts, class teachers, advisers, and supervisors. Sometimes, parents and children may be involved.

In countries which are at an earlier stage of developing the capacity of local staff, teams may work co-operatively with an overseas expert. Alternatively, the team may visit another country. Such procedures ensure that the members of the team develop their level of expertise while producing materials relevant to the needs of their country.

The trial of the material is an important feature for several countries. (Details of the extensive and detailed trials carried out in the New Zealand *Ready to Read* project are given in Volume One.)

Countries which made extensive trials of materials before final publication began usually had a procedure that involved some of these features:

- the preparation of try-out materials in the form of easily and inexpensively produced cyclostyled sheets, or printed booklets with black-and-white illustrations;
- the selection of a cross-section of schools representing the different types of school in the country;
- the briefing of the teachers in these schools about the objectives of the trial and the contents of the material;
- observing some teachers using the material;
- obtaining teachers' responses;
- evaluating teachers' recommendations, and, where appropriate, incorporating these into the revised materials.

On the other hand, some countries do not try out materials directly with children. In these countries, the materials may be subjected to the scrutiny of a panel of experts.

Supervision

Organisations and agencies which carry out a supervising function provide check points to ensure that progress on a development is appropriate in terms of the policy. This supervision is carried out in various ways in the participating countries, but a frequent pattern is that the final text is brought before a supervisory committee which must give approval before the work is printed. In some countries there may be a number of committees or checking groups to examine all materials. In several countries final approval to print is given by the ministry.

Publication

Publication is dealt with in detail in Part Four of this volume of the report, but in general the function of publication in the region is divided between government printers, school publication branches, and private publishers. In some countries, a combination of both government agencies and private publishers is used because of the large number of textbooks required. Co-operation between private publishers and government agencies varies in the region. In some countries, careful supervision is required to ensure appropriate quality and pricing. In others, there is a well established, complementary role between the parties. Where private publishers are used, it is important that the supervisory organisation makes a considered choice. Some countries allocate publication functions to the private publishers on the basis of their capacity to carry out the task and the quality of their work. In others, the printers of textbooks are selected through international, competitive bidding. Yet another pattern is the maintenance of a panel of approved private printers to complement the work of the government printers. Some countries develop guidelines for private publishers and printers, while other prepare detailed specifications. (Refer to Section B.)

Distribution

As with publishing and printing, patterns of distribution within countries in the region represent varying degrees of co-operation. In some countries, distribution

is carried out by established commercial agencies, usually booksellers. The degree of supervision of this process varies in each of these countries. In other countries, distribution is carried out by the educational organisation, although commercial transport agencies are often used. Distribution can be a problem for some organisations, due to the geographic nature of the country or the size of the population.

Cost to Children

An important point in relation to the total process of publication and distribution is the cost of the materials to school pupils. Where publication and distribution is carried out by private, commercial organisations, a charge to pupils is usual. Some countries have made considerable efforts to ensure that the cost is as low as possible, believing that it is important that all children can afford to buy and keep their own books.

Countries where government agencies distribute the materials frequently issue books free, although pupils are often required to return the books to the school, which retains ownership.

Table One

Institutional Arrangements in Participating Countries for Carrying Out Functions

	RESEARCH AND REFLECTION	POLICY	PLANNING AND MOBILISATION OF RESOURCES	DEVELOPMENT
AUSTRALIA	Commonwealth Department of Education State Departments of Education Australian Council of Educational Research	Ministers of Education Australian Education Council	Commonwealth and State Departments of Education Curriculum Development Centre	Commonwealth and State Departments of Education Curriculum Development Centre
CHINA	Curriculum and Teaching Materials Research Institute	Ministry of Education	People's Education Press	People's Education Press Teaching Materials Research Institute
FIJI	University of South Pacific Ministry of Education (reflection)	Ministry of Education	Ministry of Education Curriculum Development Unit	
INDIA	National and State Councils of Educational Research and Training (NCERT and SCERT) Various State Boards Universities	National and State Governments	National and State Government agencies NCERT Universities Autonomous agencies	State Educational Departments State Institutes of Education NCERT SCERT
INDONESIA	Research Unit	Ministry of Education and Culture Curriculum Development Centre		
MALAYSIA	Ministry of Education—Textbook Bureaux			
NEPAL	Curriculum, Textbook and Supervision Development Centre (CTSDC)	National Education Committee	Ministry of Education and Culture	CTSDC Janak Educational Materials Center of Ministry of Education (JEMC)
PAKISTAN	Institutes of Education and research Provincial and national curriculum, research and development centres Provincial textbook boards	Ministry of Education National Bureau of Curriculum and textbooks		National and Provincial Curriculum Committees National and Provincial Curriculum Research and Development Centres Provincial textbook boards
PAPUA NEW GUINEA	University Research Unit Ministry Research Unit	Government	Department of Education	Curriculum Unit Schools Committees
PHILIPPINES	Ministry of Education, Culture and Sport Curriculum Development Division Textbook Secretariat			
WESTERN SAMOA	Subject organiser	Ministry of Education Subject Committee		
SINGAPORE	Curriculum Development Institute of Singapore Directorate with project team			Project team with consultants
THAILAND	Department of Education Curriculum Instruction Division	Government Ministry of Education	Department of Education Curriculum Instruction Division	Curriculum Instruction Division Government and private publishers
TONGA	Curriculum Team	Ministry of Education	Curriculum Team	
NEW ZEALAND	Department of Education Head Office Research Committee and Research and Statistics Division NZ Council of Educational Research Universities	Government Department of Education, in consultation with teacher organisations, parent, and community groups	Department of Education Curriculum Development Division (CDD)	Curriculum Development Division National and district revision committees Private publishers

*NOTE: This table has been compiled from country papers and information supplied by participants. It may not necessarily present full detail of institutional arrangements in each country.

BEST COPY AVAILABLE

in Relation to Textbooks and Reading Materials for Primary Education*

SUPERVISION	PUBLICATION	DISTRIBUTION	IMPLEMENTATION	MONITORING AND EVALUATION
Commonwealth and State Departments of Education	Commonwealth and State Departments of Education Curriculum Development Centre Commercial publishers	Commonwealth and State Departments of Education Curriculum Development Centre Commercial publishers	Schools	Commonwealth and State Departments of Education Australian Council of Educational Research
Ministry of Education	People's Education Press	Xinghua Bookstore	Schools	Ministry of Education
Ministry of Education Curriculum Development Unit	Educational Resources Centre of Ministry of Education (trial materials) Government Printer or commercial printer	Educational Resources Centre (trial) Government supplies	Ministry of Education district officers Curriculum Development Unit	Curriculum Development Unit (informal)
State Governments Autonomous agencies	State Governments Various boards NCERT	National and State Government agencies Autonomous bodies	Schools Various educational boards	NCERT SCERT Central Board of Education Autonomous bodies
Ministry of Education and Culture Government and Private		Private	Public and private schools	Ministry of Education and Culture
Ministry of Education—Textbook Bureau	Private publishers	Publishers' agents	Schools	Textbook Bureau Educational Planning and Research Division of Ministry of Education
Ministry of Education and Culture	CTSDC JEMC	JEMC	Regional directorates and CTSDC	CTSDC and JEMC
Provincial Education Departments	Provincial textbook boards	Provincial textbook boards	Schools	Provincial Curriculum Resources and Development Centres Education Extension Centres Provincial Education Departments
In-Service Branch Inspectors Curriculum Unit staff	Government Printer Curriculum Unit	Division of Supply of Department of Education	Schools Primary teachers College teachers Teachers Inservice College	Curriculum Unit Research Unit
Ministry of Education, Culture and Sport Curriculum Development Division Textbook Secretariat				
Subject organiser	Ministry of Education Publication Branch	Subject organiser	Subject Organiser Subject Committee	
Project team	Private publishers	Private publishers through booksellers and agents	Schools	Project team Teachers, consultants Institute of Education
Department of Education Primary Division	Government and private publishers	Department of Education Primary Division	Department of Education Curriculum Instruction Division	
Curriculum Team	Government Printer	Field officers Ministry of Education	Curriculum team	
	Department of Education School Publications Branch Private publishers	Government Printer Department of Education Education boards	Schools Advisory services Departmental inspectorate	Inspectorate CDD Advisory services Commissioned evaluation Teacher organisations

BEST COPY AVAILABLE

Section B: Planning to Meet Needs for Textbooks and Reading Materials

Each country has different needs because of variations in factors such as geography, the size of population, the number of languages spoken, and the pattern of educational development. Because of these variations there is no single method of assessing needs applicable to all countries, but some general points arise which merit further consideration when planning to meet needs for textbooks and reading materials.

Assessing Needs

In some countries, needs are assessed through regular reviews of learning resources according to a planned cycle. One function of an educational organisation or agency in a country is the assessment of educational needs in that country. There are at least four types of needs that can be considered: the needs of children, the needs of teachers, the needs of the community, and the needs of the country as a whole.

Children

An important need is for high quality textbooks and reading materials that will engage children's interest, arouse their curiosity, and lead to independent learning. Several countries consider it of particular importance that each child be given, or be able to purchase, a textbook to keep. A personal textbook builds a sense of responsibility in children and develops positive attitudes, particularly where books may not be widely available in the community. The content of the books must be appropriate to the level of the child.

Teachers

The general needs of teachers include an adequate level of personal education, a knowledge of child development, an understanding of educational psychology, a command of a range of effective teaching strategies, and a sense of commitment to their vocation.

It is important that textbooks and reading materials suit the general level of teachers. Irrespective of the quality of the publishing and the excellence of the content, the effectiveness of such materials always depends on the use that teachers make of them. It is important that there is an established channel of communication between teachers' representatives and the educational authority so that teachers can express their needs for resource materials and the needs of the children that they teach.

Teachers need to see that their work is valued by the community. Some countries have a national "Teachers' Day" in recognition of the services of their teachers.

Country Needs

Each country makes, and regularly reviews, policies concerning the broader needs of the country as a whole. These policies will include considerations such as the economic development of the country, the moral and religious values of the populace, and social factors such as opportunities for and the needs of employment.

Each country also makes policy decisions about the needs of local communities, such as the need to raise the educational level and vocational aspirations, and the way in which schools should reflect the religion and social values of communities.

Sources of Information when Assessing Needs

There are three important sources of information that are considered when assessing needs for textbooks and reading materials. These sources are schools, research, and consultation with interested groups. However, in many countries because of the size of the population or geographic considerations, it may not be feasible to gather information from some sources. Each country makes decisions on the extent of the data gathering that is desirable and possible.

Schools

Information that can be gathered from schools provides an essential base for assessing the need for publications. Such information comes from:

- identifying textbooks and reading materials used in schools;
- surveying the ways that teachers use these materials in their classrooms;
- consulting teachers and administrators on the needs they have for resource materials.

Research

Research provides important information that assists many countries in assessing needs.

A review of literature can provide details of research findings in the country and overseas relevant to the topic.

Research projects can also be initiated by a range of institutions, if required.

Consultation of Interested Groups

The third source is information gained from groups and organisations outside the school. These may include parents' groups, employers' organisations, religious groups, and government agencies.

Other Important Considerations in Identifying Needs

In addition to the three sources of information listed above, there are a number of other important considerations.

Geography

The physical nature of a country, its distance from neighbouring countries, the size and distribution of its population, its transport facilities, and the ease of nationwide communication all have a bearing on the planning and production of textbooks and reading materials.

Population

Both large and small countries have inherent advantages and disadvantages that have implications in planning. For example, a country with a very large population may have difficulty getting a representative view of the needs of children, teachers, and the community. On the other hand, a small country may have difficulties in providing staff to ascertain its needs. Each country has to work within its own constraints and according to the priorities it sets.

The predictability of population growth is also a factor in forecasting needs. Some countries represented at the seminar have a defined government policy on the control of the birth rate, and this influences demographic trends. New Zealand is an example of a country that has a declining school roll resulting from various social and economic factors. These could be reversed at any time, which makes long-term forecasting of population trends difficult.

Languages and Language Learning

Major considerations in planning are the nature and number of languages that are used in the country.

Cultures are expressed in many ways, the most significant forms being in the languages which people use. Languages offer access to the past, means of daily discourse, and ways of expressing aspirations. In deciding on the languages to be learned in schools, the delicate balance between them and the cultures they represent needs careful consideration. Self identity and a person's first language are closely inter-related. This aspect is only one factor to be considered in making decisions about languages of instruction, and, where necessary, the change from one language of instruction to another.

Children learn a language as part of the process of understanding their world. From birth, people close to the child have an important influence on language development. As others respond to what children read and write, they are motivated to learn. Children learn to speak and listen before they learn to read and write. But, particularly after they begin school, learning in one area reinforces learning in the others. Sound linguistic models in a caring environment are central to successful language learning.

Throughout the school day, language is the major vehicle for learning in all subjects of the curriculum.

It is widely accepted that young children have a remarkable facility in learning a language, but each country makes its own policy decisions about the age at which second-language learning is introduced. Countries represented at the seminar had different policies and practices because of the widely differing factors in each country and the resulting needs. There was general agreement that second language learning in schools progresses best when children have a sound grasp of, and have been well instructed in, their mother-tongue. However, because of population, geographic, and other factors in some countries, it is not always possible to have every child instructed in their mother-tongue.

Countries with more than one language may have an "official" language used for administration, a "national" language with the ceremonial and symbolic function of fostering national unity, and various "vernacular" languages. Vernacular is the mother-tongue of a particular group within the country. In some countries, the official language may be the language of instruction in schools. Careful consideration must be given to national policies regarding language when planning and preparing textbooks and reading materials.

Time

The preparatory phase in the production of textbooks and reading materials involves a consideration of the time needed for research and reflection, planning, development, implementation, and evaluation.

Time itself is both a resource and a constraint. Long-term planning may help to anticipate and overcome problems of finance and materials before shortfalls lead to further problems. The recruitment and training of writers, especially when they are also practising teachers, requires careful co-ordination in both short and long terms.

Projects are usually linked to national policies. For example, the implementation over specified periods of time of national development plans in some countries sets projects in specific time constraints. In relation to trials (see Section C) a momentum within projects is necessary to ensure a flow of information upon which editorial and publishing decisions can be based.

Changing factors, such as increasing or decreasing trends in population, affect the time available for altering initial planning.

In introductory phases, additional time may be needed to consult with researchers in other countries, or to co-ordinate their visits with other commitments. At all stages it will also be necessary to allocate sufficient time for communication with other education, advisory and interested community groups, teachers, and parents.

Teacher Training

A factor to be taken into account in producing texts and reading materials is the linguistic and teaching competence of teachers who will use them. In many countries, the new text is often accompanied by in-service work to help teachers make the best use of new materials. This is most desirable, particularly where new materials present a change in direction from the publications they replace. Teacher participation in the trial of materials also offers a valuable form of in-service work, and ensures a more ready acceptance and use by teachers of materials which have been developed.

Section C: Preparation, Trial and Evaluation

The quality of learning materials is a direct reflection of the quality of those who produce them. This section discusses the functions, qualities, experience, and training of the main persons involved in preparing materials. These are authors, editors (or reviewers, or evaluators), illustrators, and designers. It is generally considered that the effectiveness of learning materials is increased if they are tried out with children and evaluated before final publication. The latter part of this paper therefore addresses itself to a discussion of such trial and evaluation.

Authors

Functions and arrangements

A common pattern emerges in the countries represented: in most, authors are groups or teams of experts who are experienced teachers and are specialists in their subject. They are drawn from various levels of the education service. They may be university staff, teachers' educators, classroom or senior teachers, or curriculum specialists. In one country at least, they may be new graduates.

Authors are usually commissioned or seconded to carry out a specific project, and return to their duties afterwards; or they may be permanently employed by agencies.

In a minority of cases, freelance writers are either invited or commissioned to contribute manuscripts—New Zealand is an example.

One country reported flexible arrangements. A body of writers is employed on a permanent basis, but specialists may be brought in to write a text as this is found necessary.

Some smaller nations stated that writers are experienced teachers known to have been successful in writing for children. Such people function as leaders of groups involved in preparing materials. A group of practising and experienced teachers may be taken out of the classroom temporarily to write materials. Or teachers may write voluntarily, in out-of-school hours. This latter practice has made for slow progress.

In several of the countries, panels of authors work under the leadership of a specialist (variously described as an editor, a compiler-in-charge, or a curriculum officer) to produce a manuscript. The team discusses the project, and writing tasks are allocated to each member. The raw drafts are considered by the panel, and modified as necessary.

New Zealand's experience has been that the best writers are often people who simply enjoy writing for children. They need not be teachers—indeed, often are not. But they have the skills and aptitude to present ideas and information in ways that are accessible and interesting to young readers.

Writers in some countries, besides being experts in their field, need to have an awareness of the values of different cultural or ethnic groups in their schools.

It also emerged that, in most countries, authors, in the course of their task, consult with other experts and specialists as appropriate—for example, language specialists.

Experience shows that, overall, better results are obtained when authors are freed from their normal duties and are able to write full-time. The availability of suitable persons to work in this way is a common problem.

Selection of authors

Authors are selected by the organisation or agency responsible for developing textbooks and learning materials.

Criteria for selection

Two criteria emerged as paramount:

- authors must be specialists in their subject;
- they must be thoroughly familiar with the syllabus and curriculum.

Meeting these criteria usually necessitates a teaching background.

Usually, authors are recognised as having leadership in their field, and are selected on this basis. In most of the countries, they have been involved in curriculum development—in one country this is mandatory.

New Zealand planners consider an ability to write for children, and to communicate with them effectively, to be important. This may take precedence over specialist knowledge of a subject—unless such knowledge is essential as, for example, in writing mathematics texts.

Various qualities desirable in authors were reported by participants, for example, an ability to prepare materials that arouse enthusiasm, or to write for children's enjoyment.

The question of the writing abilities of subject specialists raised various responses. In larger countries, there is a large body of specialists available in different subject areas. Out of these, a handful are selected to be writers; sometimes they are already established as writers, and their textbooks are known. Alternatively, biodata may be supplied, to help determine a subject specialist's suitability for writing. It was agreed that a subject specialist, experienced teacher, or curriculum developer is not *necessarily* a good writer.

Guidance and training

In most countries, the fact that the authors are experienced teachers and leaders in their subject is considered sufficient in itself. They are expected to work to official syllabus or curriculum guidelines—often meticulously—and to produce appropriate materials.

Authors usually work as part of a team, and consult among themselves. This provides a kind of guidance in the writing task. An editor may or may not be part of this team. In a minority of countries, writers work closely with editors, and are guided by them.

New Zealand's experience has been that the skill of communicating effectively with children is rare, but it can be tapped and developed. Courses for writers

and potential writers are occasionally run by the editors of School Publications. (One of the functions of the editors is to develop writing skills.) Editors are also frequently called on to assist in workshop groups or courses designed to develop the skills of writing for young audiences. Through close contact, usually by correspondence, with individual authors and potential authors, the editors are providing a training that will lead these people to give of their best and to develop their skills in writing. (Refer to the New Zealand country paper on *Ready to Read*—and to the *School Journal* Guidelines to Contributors—in participants' portfolio.)

Most participants reported that there is little or no training available specifically in writing in their countries. Several stated that training is given on the job. Private publishers, where these exist, may provide training for writers of graded reading material.

Some of the participants expressed the felt need of specialist training facilities for writers of textbooks and reading materials.

Further comments on training and the need to develop specialist skills appear elsewhere in this and other sections.

Editors

Functions and arrangements

Note: This section does not deal with official approval procedures.

For the purposes of this paper, a suggested working definition of an editor is a person who guides authors.

An editor may not be a specialist, but should be able to work with such specialists, helping them to develop material at a level suitable for primary school children. Ideally, such a person should have both a knowledge of the subject and the skills of editing. It was agreed that possession of both attributes is very useful in the task of preparing materials. An editor should also have the skill to shape submitted material into the most suitable and interesting form for the intended audience.

Several of the countries do not employ editors as such. Functions that could be loosely described as editorial are carried out sometimes by the writer, and frequently by the working group or panel responsible for the development of the manuscript.

Sometimes a panel of evaluators, a scrutiny committee, or a similar body considers manuscripts carefully: the members are teachers and other experts. They will suggest any modifications that the authors need to make.

The leader of the writing team is described as the editor in one of the countries. This person is responsible for co-ordinating the writing of the text. He or she will also guide the illustrator, and the overall book design. On occasions, if the editor is unable to attend to such technical matters, a designer-editor is involved.

In several countries, trained and experienced editors are employed as specialists on the staff of the organisation or agency. Their role is recognised as vital. One participant reported that two categories of editors are found useful and necessary: subject editors, who consider the content and work with the authors;
20 and language editors who, as specialists in official language, check that it meets

government requirements. In another country, an editor is employed on the curriculum staff, and looks over material for level, relevance, language, and costs.

Subject area editors work alongside authors in one or two countries, and are involved in the planning of texts. They review manuscripts for consistency, sequence, scope, accuracy, level, readability, and language. Their independence and objectivity are considered vital.

The editors employed by the School Publications Branch of the New Zealand Department of Education are mainly concerned with shaping material for children, but also for adults. They work closely with authors, curriculum developers, specialists in various fields; they may function as a member of a project team. They select, brief and guide authors; in some cases they select—under broad guidelines—what is to be published. The editors are concerned with making the author's intention clear, and with ensuring the meaning of the text is clear. They look for authenticity, relevance, and factual accuracy, and consider the interest level, reading level, and appropriateness of the concepts, approaches, and presentation. In this process they are balancing the interests of the author with those of the reader. (Refer to the country paper, and to the role of the editor in the *Ready to Read* project.)

Editors are employed by private publishers in countries where such publishers are in the educational field. Their function is to guide writers at all stages of development.

Freelance or outside editors are employed from time to time in some countries if the volume of work requires it, or if a project is of a highly specialist nature. New Zealand is an example.

Some countries employ staff to look over completed manuscripts just before they go to the printer. Such persons could be described as sub-editors or copy editors; they are not usually involved in preparation, and do not require a specialist knowledge. They do, however, perform a useful checking function.

An editorial staff or working group may include translators, where texts are to be published in more than one language.

Selection of editors

Selection of editors is usually done by the agencies responsible for the development of the learning materials.

A problem was expressed by one participant. Many different persons may claim to be suitable for the role of editor—a language expert, teacher educator, experienced teacher, or a professional writer, such as a poet. One way of attempting to overcome this problem is to establish a committee representing these interests. In this way, no one person is seen as "the editor".

Criteria for selection

In most of the countries, editors are qualified teachers and are often subject specialists as well. In countries where they have a significant role, editors are persons known to have the qualities that allow them to guide a writing team's activities and, if necessary, to rewrite texts.

In New Zealand, an editor ideally should be a trained teacher, and a graduate, and should have writing or editing experience, or both. An editor should have

sound literary judgment, an ability to tap writing skills, the ability to assess whether a text is appropriate to the readership and, if it is not, what treatment is needed. Skill in shaping material for children—and adults—is looked for; as is an ability to make meaning clear, and to see others' points of view. Editors should have the qualities that enable them to work co-operatively, yet independently, with art editors, curriculum developers, specialists in various fields, and many other educationists. Applicants for positions in the School Publications Branch are given an assignment to test these qualities and skills. (Refer to the New Zealand country paper.)

Guidance and training

Generally speaking, little specialist training is available. Most editors learn on the job and pick up what they can. Some countries mentioned briefly that editors are to receive training.

One participant reported that the agency's editorial staff have in recent years paid visits to teachers in universities and schools, and engineers and other experts in factories and scientific research institutes, to seek their advice on textbooks. At the same time, they have been learning from the advanced experiences of other countries.

In New Zealand, editors come to the School Publications Branch with certain qualifications, skills, and experience, as well as a maturity of outlook. Responsibility for their further development lies with the chief editor. The basic purpose of the training is to lead new editors to develop their skills in ways that will enhance the work of the branch. It is usually about two years before an editor is working with the confidence and independence required in the position. At all times, however, editorial staff are encouraged to bring different ideas or approaches to their work, or to develop new ways of treating resource material. No editor ever regards his or her training as "complete".

It was urged that small countries should work to develop expertise among their own people, even if this is difficult.

Designers (Art Editors) and Illustrators

Functions and arrangements

Designers and illustrators contribute to the effectiveness of textbooks and reading materials by conveying and enhancing the author's intentions through visual means.

In most countries, book designers and illustrators are specialists in the agencies concerned. They are sometimes described as production specialists, or technical experts.

Illustrators are usually employed on a permanent basis. Or they may be freelance people who are commissioned for specific tasks, as in New Zealand.

The stage at which illustrators are involved in the preparation of materials varies considerably. In several of the countries, the illustrator is involved early, works closely with the author, or authors, as the writing proceeds, and gives advice. The illustrator may be brought in as a member of the panel, so that he
22 or she can see the rationale behind the writing; this is considered desirable.

Several countries reported that geographical or other circumstances make close contact between author and illustrator impossible.

In at least one country, the draft manuscript is written, and is then referred to an illustrator.

It was generally agreed that early contact between writers and illustrators is desirable. The stage, nature, and extent of the illustrator's involvement would, however, vary with the subject matter.

Designers of books are recognised as having an important role. In the School Publications Branch in New Zealand, where they are known as art editors, their position is considered vital. Art editors work in close and continuous collaboration with editors. They select and commission artists, design the format of publications, and determine the ways in which illustrations will enhance the text. They select typefaces, guide illustrators, and design layouts, to ensure that the material is presented in an appropriate and attractive way for young readers. They supervise the production of materials. (Refer to the New Zealand country paper, and to the art editorial and illustration functions in the *Ready to Read* project.)

Selection of designers and illustrators

Designers and illustrators are selected by the agencies responsible; or, where the situation occurs, by private publishers.

Most designers and illustrators in the participating countries hold a qualification in graphic design.

Usually, in New Zealand, art editors and illustrators have completed a three-year course in graphic design at a university or polytechnical institute. The qualities and skills expected of an art editor are set out in the country paper. Like editors, they need to be able to work independently, yet as a member of a team.

Both designers and illustrators need to have the ability to interpret information and ideas in ways that are relevant and interesting to children, and effective visually.

Guidance and training

This varies considerably, but in some countries there appears to be little or no training available.

Illustrators who work for the School Publications Branch in New Zealand operate in close contact with art editors. The role of the art editor is to lead the illustrator to develop his or her skills in illustrating for children. Sometimes, guidance is given for a specialist illustration task, such as the drawing of maps, or the drawings for a science or mathematics text.

The responsibility for the training of art editors lies with the chief art editor. Like editors, art editors come to the branch with skills and experience. The basic purpose of training is to lead them to develop their skills, and to apply these in ways that will enhance the presentation of learning materials and meet pedagogical needs.

Private publishers, where these exist, also provide some guidance to both illustrators and book designers.

Issues and Concerns

Expertise; training needs

A commonly expressed problem was that there is a pressing need for trained, qualified writers, editors, illustrators, and designers.

The point was made by one participant, and supported by others, that local skills must be developed. If skills are imported, or if specialist tasks are given to other countries, local expertise is not built up. It is important that local people be given the opportunities to develop materials—even if the final product is not "perfect". No one should feel ashamed of their material, even if it doesn't conform to what is developed elsewhere.

In other words, the best training is that obtained on the job. A problem that remains is the lack of training facilities. This is seen as a fundamental need because it directly affects the quality of the product.

The availability of existing expertise is a related issue. Several countries find that skilled people such as writers and other consultants are often already over-committed.

Consultation and communication

The actual physical arrangements of agencies can cause problems in consultation, as several participants have found. Good communication is particularly important if various sections are on different locations.

At all times, effective communication is important in the preparation of learning materials.

Official approval

This was seen as an important part of the process of developing reading materials, and different arrangements were reported. The approving body may be called, for example, a sanctioning board, or a national review committee. Approval to produce materials may be given in the agency itself, or may have to be given at ministerial level.

Sometimes, proposed materials are scrutinised and approved at state, regional, or local level, and also at national level. This could depend on the nature of the material—for example, on whether it involves government policy.

Teachers' expertise and attitudes

It was agreed that teachers need help and encouragement in adopting different teaching approaches and using new materials. Several participants stated that teachers often have developed a formal way of teaching, and need to be guided carefully into more flexible and innovative approaches.

In at least one country, further difficulties occur because a percentage of the teachers are not trained.

Sensitivities

24 Material in preparation for use in schools has to be checked for sensitivities in

ethnic, moral, or other areas. The need for modifying materials to avoid giving offence, or to conform to government policy, was mentioned by several participants.

Influence of government policies

Government policies, such as a change of policy regarding the use of an indigenous language, can have far-reaching effects on the preparation of learning materials. An agency may find itself suddenly under pressure to produce materials within a short space of time. Or, procedures may be instituted whereby all manuscripts are scrutinised to see that they are in line with government policies; modifications may be necessary as a result of such scrutiny.

Trial and Evaluation

What are the purposes?

It is important to establish the purposes of a trial of new material. At the same time, it is necessary to ensure that information gathered will be usable, and will indicate whether the material needs modifying.

Some purposes reported by participants to be useful include:

- To collect data about the effective use and efficiency of the text. (Teachers comment on the content, presentation, methodology, illustrations, and language used, and whether the methods match the curriculum.)
- To ensure that the materials are practical and student-oriented, and will develop the intended skills, attitudes, and knowledge.
- To ensure that the material will be usable and acceptable in every part of the country; that it is appropriate for the target audience; that enough material is provided for the time allowed; and that sensitivities, such as religious or ethnic, are not offended.
- To ascertain quality in content and language, interest, degree of pupil response, effectiveness of teaching method, time allowance, suitability for storage facilities, class size.
- The purposes of the trial and evaluation of material for the New Zealand *Ready to Read* project are set out in the country paper.

Who Should be Involved?

Note: This section excludes comment on the agencies responsible for administering trials.

Teachers

Teachers are the ones who make the immediate decisions on whether to use materials and on how they will be used. It is useful to include a range of teachers, not just the leaders or top-flight teachers, to try out materials.

Teachers should be *trained beforehand* in the use of the trial materials, and indeed most participants arrange this. In-service or orientation courses are usually run to familiarise teachers with the materials and the strategies associated with them.

Two countries mentioned that teachers are paid for their involvement in trials.

In all the countries, teachers' opinions of new materials are sought before publication. Typically, teachers are asked specific questions, and for their opinions. The *Ready to Read* section of the New Zealand country paper sets out in detail what teachers were asked to do in that project.

It has been found that teachers become more competent and use new materials more effectively through being involved in trials. Teachers' sense of professionalism is enhanced; they feel their opinion will be listened to. Once they are convinced of this, they are more perceptive in looking at texts, and more creative in using them. This has been New Zealand's experience with the *Ready to Read* project, and other participants report similar experiences.

As one participant put it, teachers must feel involved. They must understand the objectives, be able to handle the materials with confidence, and be convinced of the pedagogical soundness of the materials. They also like to feel that conducting the trial will not make excessive demands on their time.

Children

The usefulness of children's responses to trial material was emphasised by several participants. Children can sometimes give better examples and illustration (e.g., of concepts in mathematics) than the expert. Trials give a chance for this to occur. Experts may be out of touch with the perspectives of young people.

In the *Ready to Read* project, children's comments and suggestions were sought and, where appropriate, acted upon.

Parents

Several countries stated that parents' comments were included in those received during trials of new materials.

In the *Ready to Read* project in New Zealand, parents' reactions to trial reading materials were sought and noted.

Parents should be kept informed about the trying-out of new materials in schools. They could be anxious if they felt that something new and unknown was to be introduced into the school programme.

Subject specialists, recognised experts

Most countries stated that trial materials, besides being sent to schools, are submitted to experts in the subject area (sometimes referred to as evaluators) for comment. In one country, panels of evaluators consider draft manuscripts and rate them on specific criteria.

Others who receive trial materials may be school inspectors, teachers' educators, advisers, and curriculum developers. In some countries, these would also be involved in the actual trials of the materials.

A combination of subject experts, classroom teachers, and children would seem to be the most desirable.

Observers

One participating country outlined the way in which observers go into classes to observe and record in detail what is happening in the use of the trial material. The observers are usually senior students, or staff of the teachers' training institution. They are supplied with forms listing what is to be recorded, such as time taken, and learning activities.

Writers, project team

In some countries, those who write the materials may go into classrooms either to see the texts being tried out, or may try out materials themselves. In one country, authors test the materials in "laboratory classes" before the one-year national trial.

Other interested persons or groups

It is useful, on occasions, to seek points of view from other sources on proposed new material. In New Zealand, for example, *Ready to Read* trial materials were sent for comment to a range of persons and groups, such as the Maori Women's Welfare League, and the Parent-Teacher Association.

How Should the Trials be Conducted

Procedures and arrangements

There was general agreement that trials should be carried out in conditions as near as possible to those in which the materials will be used. This has two implications: trials should be held in actual classrooms; and the form of the materials should be as close to the final form as possible.

Various procedures and arrangements have been found effective. Most commonly, materials are tried out in a selection of schools. Efforts are made to represent various types of school, including large and small, urban and rural, in hilly areas or on plains.

Sometimes this is difficult because of the diversity of conditions, particularly in large countries. One participant reported that it includes schools rated as "good", "medium", and "bad".

In one country, students are gathered together during a school vacation, to test new materials. In another, the authors initially test out the materials in a small number of representative classes around the country. Field-testing is then undertaken nationwide in a large group of representative schools.

Sometimes, field-testing is carried out only when there is a change in the curriculum.

Trials are usually arranged and carried out by the agency preparing the materials. There are exceptions, for example, in one country the agency hands

the material over to curriculum development staff, who arrange for feedback from schools, and visit the schools. They report their findings to the agency, and any necessary changes are made before printing.

In another example, members of the writing panel, called master trainers, select representative schools and arrange trials.

In most countries, materials are sent out or taken from the agency concerned direct to the schools; on occasions, local groups or committees distribute materials and gather feedback. An example was the *Ready to Read* trial in New Zealand. (Refer to the New Zealand country paper.)

While the materials are being tested out in schools, they are also put into the hands of subject specialists and other experts. (Refer to the previous section.)

Detailed feedback is usually requested: this may be in the form of a questionnaire for teachers to complete. Observers in the classrooms may provide feedback; parents' opinions may be sought. Writers or project teams may be involved in the trials.

The information gathered is collated, and considered by the writers and other experts responsible for developing the materials. The material is revised and, if necessary, rewritten.

Form of trial materials

Experience shows that trial materials should be in a form as near as possible to the final form in which they will appear.

One participant, in particular, emphasised the need for properly prepared trial materials: its agency plans to print a limited quantity of copies of new texts for Grade 1 in "real form". They will be used in three districts for six months, and the following year the required print run will be made for national distribution. Earlier attempts at trials, using typed materials with sketches, yielded unsatisfactory results.

The New Zealand experience with the *Ready to Read* project was to produce black and white, fully illustrated booklets. They were in the form of children's books, with a careful matching of illustration to text, and a cover. But they avoided the prohibitive cost of full colour. (Refer to the country paper.)

Time needed or allocated

The period of time allowed for trials and evaluation varies. Some allow a trial to run for as long as the materials require. That is, if the new materials are for a one-year course, the trial will run for one year.

For the trials of the *Ready to Read* stories in New Zealand, a period of eleven to twelve weeks was found to be satisfactory for each small group of stories.

Others reported that trialling and rewriting may take up to two years. Because of communication problems, schools may need several months to respond to trial materials.

A tight schedule to have materials in schools is sometimes a constraining factor. Several countries mentioned problems because of insufficient time allowed to carry out field-testing.

Section D: Publication, Production, Distribution

The Relationship between the Education Authority and the Publishing Industry

First, it is necessary to make clear the distinction between publishers and printers. The publisher selects the book, or the topic for the book, and commissions the author; edits the manuscript and retains the copyright; decides the type and the paper; chooses the printer; fixes the price of the books; and organises the channels of distribution. The printer carries out the publisher's instructions.

Although these are general distinctions, variations occur in the countries represented at the seminar, especially where a working relationship exists between state education authorities and private industry.

Many publishing companies have their own printing works. Others use the services of other printers.

In almost all the member countries, the publisher of most of the primary school textbooks and reading materials is a government or state body of some kind. Exceptions occur where only private publishers produce and distribute textbooks, or where they do so in addition to the textbooks produced by the state.

The type of government or state authority which acts as publisher varies between the member countries. Usually the publisher is the ministry or department of education, or a special body set up by it, or is closely related to the ministry's curriculum department. (Refer to the agencies listed in the table at the end of Section A.)

In the countries where state and private industry exist side by side as specialised educational publishers, liaison between them takes place in various ways. It can be through regular meetings in which curriculum developments are discussed; through the state acting as a disseminator of standards and ideas by means of a specialised agency such as a research body; or through the state providing examples of good textbooks for private publishers to emulate.

The control, therefore, which the state publisher has over the production, distribution, and cost of textbooks ranges from total control in some countries to liaison and/or consultation with other agencies or private publishers and printers in others.

Issues arising from the relationships between the State agency and the private publishing industry

Many countries, especially those with culturally diverse populations, sought to balance two needs through their educational system, or systems, and related publishing industry. The first need is to have the overall means to pursue national curriculum goals which promote the country's identity. The second is to meet

multicultural, rural and urban differences and needs through encouraging small or local industry. Sometimes these needs conflicted. (Refer to the second paragraph below). The issue is to determine how the two needs can best be balanced and, where conflict occurs, how this can best be overcome.

A second issue is how countries can make their publishing industry, curriculum, and resources indigenous. What resources in people and equipment are needed?

A third issue is how countries can best monitor, influence, or control activities of commercial publishers, and balance costs against education needs. Private publishers may feel threatened by state publishing activities which reduce their market share or appear to interfere with their independence. How can liaison and co-operation be established?

Mass Production of the Prepared and Approved Manuscript

Factors affecting the assessment of print-runs

The size of print-runs has to accommodate government policy on:

- the ratio of pupils to textbooks, which directly controls the number of textbooks required for immediate use;
- the additional textbooks to be provided for new intakes of pupils;
- reprints to make up for loss, and wear-and-tear.

Assessment of initial print-runs also depends on the amount of government funding available, and the printing capacity of the publishing industry in general or on both of these factors. Availability of finance and printing capacity can have a considerable influence on policy decisions about the ratio of pupils to textbooks.

Ratio of pupils to textbooks

In general, at the primary level, a ratio of one pupil to one textbook is considered necessary, but some developing countries, or those changing from one system of production to another, may have to have a ratio of 1:2. Some other countries have successfully moved from a ratio of one to every ten or so pupils, to one textbook to every two pupils.

Extra numbers for new intakes

Many factors, demographic and economic, affect the estimates of annual increases in new intakes of pupils.

Wear-and-tear

Countries estimate wear-and-tear and loss in different ways. The life of a textbook can range from one year to five to six years. Where textbooks last for more than one year and are handed on or resold to other pupils, questions of how to restrain misuse by pupils, and how to keep textbooks in one piece, arise. Some countries simply replace lost textbooks, whereas others make pupils pay for replacement copies.

Assessing the size of print-runs

Assessing the number of copies to be printed is done in a variety of ways, but the main responsibility rests on government authorities.

1. In one country, a central body monitors enrolments, records sales, notes trends, records sales of secondhand books, and takes into account the life of textbooks, the levels of stocks, and so on. This is a highly complex, research-based system of estimating the numbers needed, and is essential in a large, diverse, densely populated country.
2. In most countries, forecasts are made on elaborate statistics, which are often computerised, supplied by government departments.
3. Where textbook production and distribution are controlled by central authorities through a national chain of book stores, print-runs are estimated on the size of orders which are returned to the central authority.
4. In smaller countries, a subject organiser may decide the numbers for print-runs.
5. Where textbooks are sold through private publishers, the publisher monitors the print-run according to their sales patterns. The most efficient publishing companies are heavily computerised.

The methods of assessing print-runs, therefore, range from complex monitoring of school enrolments, book stock numbers, and previous sales, to relying mainly on sales trends. Many countries make use of computers.

The timing of assessments

The time, in relation to the start of the new school year, at which these forecasts are made varies considerably according to the resource being developed and the range of primary pupils it is for.

In estimating print-runs, a publisher has either to estimate sufficient time for preparation and printing so that he will not run out of stock or, if he overestimates the time needed, bear the cost of storing large stocks of books.

Other considerations of dating and inflation also affect decisions on how many years the book is expected to be in use, and consequently the size of the print-run.

1. In some countries, needs are identified up to two years in advance. This is to ensure that the books needed are available for up to two months before a session starts.
2. In other countries, the numbers for print-run orders are collected about six months before the start of the new school year. The success of this time-scale in a large country depends on a centralised system.
3. In yet other countries, schools are notified when books are available, and then place orders.
4. In countries where private publishers are used on contract to the government, a fairly short period (of around four months) is given for them to mass produce the numbers needed. They are required to meet this deadline.
5. Some countries see a need to increase printing capacity in order to reduce the time for production and distribution, and the lead time for collecting print-run numbers.

The contribution of private publishers

In some countries, private publishers contribute to the variety of textbooks and reading materials available on the open market as a result of their own estimate of what will sell. It is worth considering what incentives can be given to private publishers to widen variety of resources in the market, and how to time publication of appropriate material to coincide with curriculum developments.

This may involve support from society in general. Some countries, moving from an oral tradition to book-oriented attitudes, saw a need for raising public awareness. This might be achieved in part by sponsors from outside the school system "flooding" large amounts of reading materials in selected schools, or by the setting up of school library services such as exist in New Zealand.

The role of staff training in increasing the availability of books

Increasing the range of books available involves developing and training the country's own printing and publishing personnel. In many countries, a variety of factors limits the capacity to recruit suitable people already trained to carry out a required function, or all aspects of that function. As a result, senior staff tend to carry considerable responsibility for the on-the-job training and supervision of newly-recruited staff. Such staff are selected on the basis that they appear to have the necessary aptitude and qualities for the job.

The Producers of the Textbooks Required

In general, the state has the greatest responsibility for and control of the production of textbooks, but again the situation varies from country to country:

- a state publisher may have its own press, which has sufficient capacity to print all it needs;
- a state publisher may have its own printing agency, which is the sole printer of all its textbooks;
- a state publisher which has to print very large numbers of textbooks may need to find extra printing capacity.

Various means are used to increase printing capacity, for example:

- regional state presses may be established;
- matrixes only may be printed, and may be sent to local or regional printers to produce the necessary copies;
- model textbooks may be printed, which private printers may copy;
- private printers or publisher-printers may be contracted to carry out the job of printing. Such private printers or publisher-printers are selected according to certain criteria.

Where neither state presses nor private presses are able to carry out the work, manuscripts may be sent to overseas printers or publisher-printers.

Where a country is publishing textbooks funded by World Bank loans, international tenders are, in any case, required.

In summary, the state may be the sole producer of textbooks on its own presses, or through its own agency; may be the sole distributor; may work through varying contracts in its own country or overseas with private printers or publisher-
32 printers; or may co-operate with publishers in the production and distribution

of textbooks. Alternatively private publishers may be responsible for the production and distribution of textbooks.

In the last instance, however, this does not mean that there are countries where the state has no influence on the content and presentation of ideas in private publishers' textbooks. To a greater or lesser degree, there is considerable influence by the state, since private publishers realise that state approval of their products ensures good sales.

Questions arising from varied publication arrangements

1. What ways exist of capitalising on the production and distribution expertise of the established private publishing and printing industry?
2. How can a national publishing and printing industry be built up to avoid sending work overseas?
3. Do long-term constraints affect a country which uses World Bank loans and has to keep to World Bank requirements?
4. How can the state make use of the variety, and possible savings, offered by private publishers in competition?
5. How can the state raise and maintain standards in private publishing?

Setting, Checking, and Maintaining Standards

A definition of "quality" must precede notions of quality control.

A textbook of quality is one which achieves the aims its producers have set out to achieve. These aims could relate to factors such as:

- meeting the needs of the children at their level;
- meeting the needs of the curriculum and, through it, the country;
- meeting the needs and expectations of teachers and parents;
- being sufficiently durable and attractive to be useful in terms of the above needs;
- being available on time and in sufficient quantity to achieve the foregoing aims.

Consequently, a book which is considered to be adequate in quality of design in one country may not be acceptable in another. In some countries, books can be too elaborately presented (and usually too expensive) for parents and pupils to feel they should own or use them. In other countries, parents and pupils may consider books are not worth buying or using. This raises the question of whether second-hand books are necessarily bad for children to use, or whether it is better to have new, less expensive books.

Many countries specify the design of content in textbooks in similar ways to those used to increase the number and variety of textbooks printed. To achieve this increase:

- matrixes are supplied and copied;
- camera-ready copy or dummy textbooks are supplied, and are copied by selected printers;
- textbooks the state considers to be high quality are used as examples for private publishers to emulate.

Permission to adapt or copy these textbooks to suit local conditions without having to pay copyright is given, or such textbooks are used to stimulate private publishers to follow new educational trends (as in New Zealand). In some countries, the state retains copyright fees, which are then used by textbook boards to fund their own work, for example, by subsidising more expensive books so as to reduce their price for children.

Many countries maintain lists of suitable publishers, and publisher-printers. Often these are included because of their print capacity or their previous efficiency.

In countries where manuscripts are contracted out to private publishers, the educational authority may specify—in considerable detail—the type face, colour, design, and binding. Deadlines are also laid down and, if not met, private publishers are removed from the list of approved publishers, or are fined.

Countries which use private publisher-printers often rely on market forces to maintain printing standards. For example, in some countries, the publisher has to supply up to thirty copies of the final textbook for approval to the state textbook board or bureau before gaining permission to *print*. This is an effective way of seeing that the private publishers aim at the best quality. In other countries, commercial publishers are willing to reprint inadequate work to regain or renew contracts. Although publishers or printers want to publish a prescribed text, some are not willing to publish texts which do not have a secure market. This has hampered the development of local writers in some countries.

Quality of paper

One important aspect of quality production is the specification of paper. Concerns here relate to the expected or planned life of the textbooks; the need to have paper bright enough to be read in dimly-lit rural classrooms, or finished to avoid glare; or the need to meet the World Bank or funding agents' requirements. Paper mills may be directed to supply quality, white printing paper to textbook agencies at controlled prices, or paper from overseas may be bought or given.

Personnel

Many smaller countries enlist the aid of curriculum officers in maintaining quality in the production of textbooks. In other countries, book production staff, technical editors, and designers in state agencies set standards by overseeing or helping produce the final textbook.

Others recruit designers, technical editors, etc., trained by schools of design or by the established publishing industry, to maintain or set standards. Such ways of securing well-qualified staff are supplemented by on-the-job training. Problems often exist where there are few facilities for training staff. Many countries pointed out that skilled book designers for children were difficult to find. One country with this problem has set up training schemes, both inside and outside the country, in graphic design.

Checking Procedures

Most countries have elaborate systems of checking that whatever standards they have set down are kept, and this is seen as significant by them.

In most countries, quality control is made at each stage in the production. In this way, costly cumulative errors are more likely to be avoided.

Although checks are made in all countries as frequently as possible, in countries with huge print runs, only a certain percentage of the final copies can be randomly checked. However, great efforts are made by such countries to prevent substandard copies being sold. As checking huge numbers is difficult, safeguards need to be built in to prevent corruption. For example, a specified specially watermarked paper can be provided for approved publishers.

Quality control implies a need for trained staff who will be experienced enough to check efficiently.

Some countries have had problems with book piracy, that is, with the production of substandard editions of state textbooks by fly-by-night publishers. The rights of parents and children therefore need to be safeguarded in various ways. Textbooks can have a validity notice printed inside with a request to buyers to notify the state textbook board or bureau if publishers are passing on pirated copies. The textbook board or bureau can offer to replace poor copies, and can charge the corrupt publisher or bookseller for the replacement. Some countries do not have a copyright law, and cannot call on this as a constraint.

Governments attempt to overcome these problems by a system of grants and controls which will persuade private publishers to produce suitable textbooks. For example, the government may give private publishers the right to reprint and distribute commercial editions of state textbooks, or give good publishers priority in the assignment of new contracts.

In summary, checking is done as frequently as possible, and at different and successive stages in production. Countries see a need for more training schemes for production staff, and built-in safeguards to make substandard work difficult to produce without penalty.

Approval to distribute

The final approval to distribute the finished textbook is usually given by the state authority, except in those countries where private publishers handle the main job of producing educational textbooks. In one country where private publishers produce textbooks, the state authorities work closely with the private publishers at each stage, but the private publishers have the final responsibility for the standard of the completed textbook, which, if not adequate, will cost them future business.

The time limits imposed on publishers

Time limits vary according to policy decisions, the textbook project itself, and the available resources. The limits range from a few months to several years. Deadlines are spelled out in detail in private printing contracts.

In some countries, no time limit is set, but state funding, which must be reassessed each year, sets the limit of one financial year to complete a given production stage of a project. This is the situation in New Zealand.

In most countries, the production and distribution of a new approved manuscript takes about one year. If less time is taken, errors are likely to occur, which have to be corrected.

The important aspect of co-ordinating curriculum and resources needs to be accounted for in production planning. This is not always done, and resources do not always reach schools in time.

Questions arising concerning standards

1. To what extent can *frequent* on-going checks be implemented successfully? What devices can make this possible without excessive costs in time or money?
2. What trained personnel are essential to carry out such checks?
3. What penalties and incentives will persuade private publishers to produce high-quality textbooks?
4. How can production and distribution be co-ordinated with school curriculum change? What are reasonable time limits for the production and distribution of an approved new manuscript?

The Forms in which Textbooks and Reading Materials are Produced

Overwhelmingly, textbooks are produced in book form with covers. Variations include multi-media kits, visual aids, self-covered textbooks, side-stapled textbooks, and "expanded" or "blown-up" books. Books are printed, reproduced from camera-ready copy or matrixes, or reproduced by ink or spirit duplicators of various types.

Generally, textbooks are more expensively produced than pupils' workbooks.

In countries where there is extensive reliance on textbooks, a need is felt to supply teachers with a variety of resources to enable them to teach more flexibly. However, in countries where primary teachers have a relatively low educational level, especially when they are teaching in languages other than their native language, well presented and well prepared textbooks are essential.

It is important to present trial materials in completed form to teachers who lack the experience and confidence to see the possibilities of draft material, and who lack the resources to make the most of it. Teachers themselves need training to make the best use of materials. (Refer to Section C.)

The time for which a textbook is expected to be in use can greatly affect its form. The planned life expectancy could influence the quality and type of paper used, the effort expended in designing the book, the nature of the type used, the amount and form of illustration, and the processes to be used in printing and binding the publication.

Questions arising on the format of textbooks include:

1. What format is best for each situation?
2. To what extent should trial materials resemble the final version?
3. In what ways does the planned life-expectancy and use of the publication affect its form?

Distribution of Textbooks

Forms of supply to pupils

Books are supplied to pupils in three main ways, which can affect the means by which they may be distributed from the publishing or printing agency and eventually reach the school and its pupils.

1. Books may be supplied free by the government agency and distributed free to pupils in state schools by educational authorities on a textbook loan scheme. This is a common pattern, especially in the first few years of primary school. Arrangements for supplying additional copies for new intakes or for replacements vary. In some countries, additional copies are supplied free. In others, they have to be bought from the government supply-agency by the parents, or by the controlling authority of the school.
2. Books may be purchased from a variety of sources by the school authority using a per capita grant from the government, and then distributed to the pupils free on a textbook loan scheme. This procedure raises the issue of freedom to exercise choice. The school, at least theoretically, can select its resources. In practice, this procedure is often constrained by availability of suitable texts, or the need to choose from a list of approved or prescribed titles. Many countries have this pattern.
3. Pupils (except for those in special need) buy, through their parents, prescribed approved texts. The price is set by the state. The procedure applies where there is a government policy of selling low-cost books rather than supplying books free. It raises the issue of use of available resources. Some countries consider that it is better to produce low-cost books, printed annually, and to sell them to pupils knowing that the textbooks will only last for one year.

Common patterns of distribution

Arrangements for distribution vary considerably between countries, but the most common pattern is for the state to control this process. Where books are sold, either through state or private booksellers, such booksellers become responsible for distribution. Once printed, books may be stored centrally until required, then distributed to regional, state, or private warehouses, and thence to schools on direct order, or to local wholesalers. Wholesalers use their normal distribution channels, either distributing direct to local educational authorities or to local retailers, thence to local booksellers or to the educational institutions themselves, and finally to the pupils.

Here are two examples:

1. In one large country, distribution is by means of a national chain of bookstores. Local branches take orders six months before the start of the new term, and then notify the local printers of the numbers required. This system works smoothly, and books reach the remoter areas of the country by means of carriers from the nearest book store.
2. In another large country, books are centrally stored before they are distributed to regional warehouses. Because of the huge numbers printed, there is often a storage problem. This is overcome by building more state warehouses, or by using private agencies, but the latter system adds to distribution costs. This raises the question of how large stocks can best be accommodated.

Covering costs of distribution and raising efficiency

Where the state does not cover handling costs, these must be recovered in some way, either by the booksellers, or publishers, or supply agents passing them on to the customer, or even by the school adding its own handling charges.

One way of encouraging distributors to handle textbooks and to prevent the accumulation of large stocks is by giving commissions. In one country, distributors in the book trade keep 7½% of a 22½% commission as handling charges, and 15% is kept by the booksellers.

This raises the issue of taking advantage of existing networks of distribution, even though books are still to be lent to pupils rather than sold. The worth of using *any* existing distribution network for the distribution of textbooks could be considered. Presumably people coming to collect books might also be expected to buy the distributor's wares, thus giving the distributor an incentive to handle textbooks.

Another way is to make use of the specialist network of private booksellers and traders which already exists in the country, or of any other national supply systems. Where these systems have an annual pattern of selling or distribution, this has to be taken into account, or changes which might need to be made (to co-ordinate distribution with curriculum in schools) may have to be negotiated. For example, one country which relies on the network of booksellers in towns and cities to sell its books, gives retailers a generous commission. It also carefully monitors numbers needed so that booksellers are not left with unsold stocks. This is essential where annual reprints are made. If some publishers or booksellers are left with unsold stock, they are compensated by being given priority in the following year's allocations. This takes into account their lost royalties and profits.

In another country, attempts are to be made to make use of the department which issues other government supplies, so that books can be transported as cheaply as possible to a scattered population.

In rural areas and in countries with very scattered populations and few communications, the travelling salesman is relied on. Such salesmen, who sell many commodities, of which books are one, and often work without much in the way of transport, need to be assured of selling out their stock.

Another possibility is to use preferential freight or postage rates for educational materials.

In some countries, distribution is made by inspectors of schools or educational field officers. This system works well in small countries with low populations. In such countries, where population centres are near enough to the central store, schools are encouraged to collect their own books.

In densely populated, small countries, with an established book trade, distribution causes few problems.

Problems presented by terrain and climate

The terrain of the various countries presents its own problems. In countries consisting of numerous small islands, people usually travel by air or by canoe. As space on planes is limited, freight usually goes by canoe. This means that
38 books must be packaged to withstand wetting with sea water. Other countries

have extremely mountainous areas. In some of these areas, access is made easy only by plane or helicopter, but this adds greatly to distribution costs. Where foreign aid is used, there is always the possibility that it may be withdrawn. Insects and weather also take their toll: some countries have problems with the ravages of white ants, others with cockroaches.

Delays and damage in distribution

In countries without an established network of book wholesalers and retailers, delays in delivery are frequent. Damage can occur as books are packed and repacked into smaller units. Often there is a shortage of trained warehouse and delivery personnel.

One way of supplying a felt need is to multiply storage and distribution outlets at all levels. This may involve the use of the private sector. However, the use of private wholesalers and retailers has to be balanced against their cost.

Distributing direct to schools from the state cuts out the middleman's costs and profits. However, if such a system has not sufficient outlets, it can increase the length of delivery time. Delays caused by difficult terrain and lack of storage and distribution outlets can range from three to nine months. Such distribution delays in a school system with fixed curricula cause grave educational problems. (This is not so obvious where syllabuses are more flexible.) Countries with these problems may consider supplementing resources through distance learning.

Both state and private publishers face the usual delivery problems caused by loss, damage, and theft or, in a country unused to books, by unsuitable handling. Security and packaging in such situations are important. One country has considered the possibilities of shrink-wrapping large blocks of books.

Ordering procedures and complaints

Channels for the ordering of books and for making complaints about late or wrong delivery vary from country to country. For example, orders can reach the printer via a chain of state book stores, from the state authorities, or from private publishers. Each system had advantages and disadvantages.

Where schools send orders direct to the central authorities, and remit costs, it is sometimes difficult for pupils to obtain books except through their schools. To some extent, this is alleviated by the stocks held by private book-sellers.

Where orders are sent from central educational body to private publishers, contracts require them to supply the schools within a given time.

Procedures for making complaints about non-delivery need to be clearly laid down. Care needs to be taken to ensure that books are not expected to be in general use prior to in-service advice on how to use them. Where books have been supplied in advance of such advice, teachers have tended not to take up innovative textbooks as soon as they are available.

Questions arising concerning distribution

1. What use can be made of existing private or public networks of distribution? 39

2. Is the multiplication of regional storage and of regional outlets the best solution to distribution problems?
3. What packaging is appropriate for the type of delivery?
4. Is the need to rely on air freight unavoidable? Is it dangerous to rely on outside funds to subsidise this cost? What alternatives, such as broadcasts, or other forms of distance learning, can be offered?
5. How can sales be co-ordinated with the existing selling and distributing networks, and with the curriculum?
6. How are check or complaint channels for late or wrong delivery to be maintained?
7. What training of delivery personnel is needed?

Section E: Evaluation

Evaluation of the effectiveness of textbooks, learning resources and reading materials is a complex and difficult task. How a textbook or resource is used in classrooms and schools depends on many factors including:

- how well trained a teacher is;
- how competent a teacher is;
- how much help a teacher is receiving from advisers, inspectors, and other specialists;
- how many copies of the textbook or resource are available;
- how much inservice training the teacher has had in the use of the resource.

This section of the report is concerned with evaluation of textbooks and resources in widespread use in schools, after the processes of development and implementation have been completed. It is not concerned with trial evaluation of new textbooks during production, which is considered in a previous section. However, some similar methods of evaluation may be used both during development of resources and after general use. Because we are concerned with the use of textbooks and resources in schools some time after their development is completed and they have been implemented, this evaluation may be thought of as *summative*. This is evaluation of textbooks as the end product after the enthusiasm of new writing, and the impetus of trials and implementation, are over.

Evaluating the use of existing textbooks and resources in schools often leads to the planning and production of new materials. In some ways it is part of a process of monitoring, implementation, and renewal and so is forward looking and *formative* in nature.

The evaluation of textbooks and learning resources in use in schools is an ongoing process. It involves both evaluating old resources and looking forward to new resources. We evaluate the success of textbooks or programmes in use in schools, in attaining various educational objectives, and this leads to forecasting future curriculum resource needs. The evaluation process is one that involves research, study and reflection.

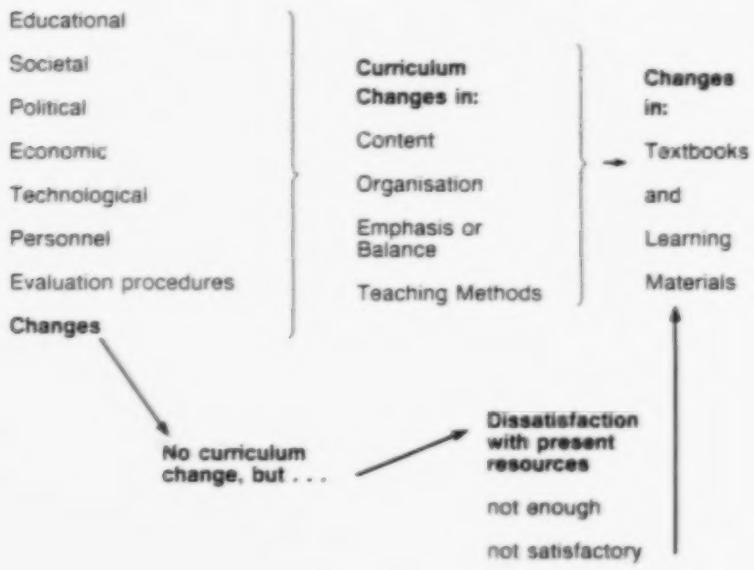
Although many of the participating countries were mainly concerned with the first cycle of textbook and resource production as part of national curriculum development, it was generally felt that there was a need to plan for periodic systematic evaluation of these resources and their use in schools.

Factors Influencing Changes in Textbooks and Resources

Various factors influencing changes in textbooks and resources were identified at the seminar, first from countries' written reports, and then in the course of discussion. It was agreed that, in general, changes came about inevitably with the passage of time, but also as the result of changes in the curriculum. These are influenced in turn by:

- *Political considerations*—several countries saw education as a means to achieve national goals and aspirations, such as modernisation, universality of educational opportunity, egalitarianism, the restructuring of society, universal literacy, the achieving of bilingualism, or the development of local language.
- *Societal considerations*—changes in society affecting beliefs, attitudes, values, and conventions create demands for textbook changes. Many countries reported on the need to focus particularly on the interests and needs of children when developing and evaluating textbooks.
- *Educational considerations*—new theories, research, and reflection influence curriculum change, thus creating a need for changes in textbooks and resources.
- *Economic considerations*—in many countries, the extent and nature of changes to textbooks are affected by the amount of finance available.
- *Technological considerations*—rapid advances in technology, for example affecting book production, may influence the quality of changes in textbooks and resources, and the extent to which they may be revised or replaced.
- *Personnel considerations*—the degrees of expertise and commitment among the planners, the developers, the teacher-trainees, the teachers using the resource, and the evaluators affect how a resource is used, and also the nature of changes.
- *Evaluation procedures*—the evaluation of a resource, especially the kind and quality of the evaluation, is in itself an influence affecting changes in textbooks and resources.

The following chart summarises the factors influencing curriculum and textbook change, or both, mentioned in the descriptive papers from participating countries. Influences are inter-related. For example, economic and societal needs may influence political decisions, which in turn lead to curriculum change and consequently to new or revised textbook and resources development.



The Role of Evaluation in Resource Change

Regular planned evaluation or responsive evaluation

As indicated above, textbooks and other materials may become unsatisfactory as a result of many social, economic, technological, or other factors and have to be revised, adapted, or replaced. In some countries, there is a planned programme of periodic evaluation of textbooks and curriculum materials. In some national systems of education, evaluation of textbooks and resources may also develop in response to feedback on pupil achievement on standardised tests in examinations, or from classroom observation. In these countries, comments from teachers, or from other parts or levels of the educational system may initiate comprehensive and formal evaluation of learning resources. Practice varied in participating countries. Some had comprehensive, regular monitoring systems that systematically reviewed all textbooks in all subjects in an allotted period of time. Others depended on complex and sensitive systems of feedback about pupil achievement, from teachers, employers, parents, and the community, to initiate a more formal evaluation of educational resources.

Cost of Evaluation and Commitment to Change

While a regular planned programme of resource evaluation may be comprehensive it may also be costly in terms of manpower when textbooks and other materials are examined in detail and found to be quite satisfactory. Teachers, administrators, parents, and the community are reassured about the quality of educational resources by this regular monitoring, but it is costly. The question of commitment to replace or improve the textbooks which is implied in such a regular systematic review of resources also has to be considered. Advocates of reviewing textbooks mainly on an ad hoc basis in response to adverse feedback about them, suggest that this is more economical in that only those resources about which there is dissatisfaction are evaluated in detail, and there is no implied commitment to review or replace any other textbooks or resources.

Who Evaluates?

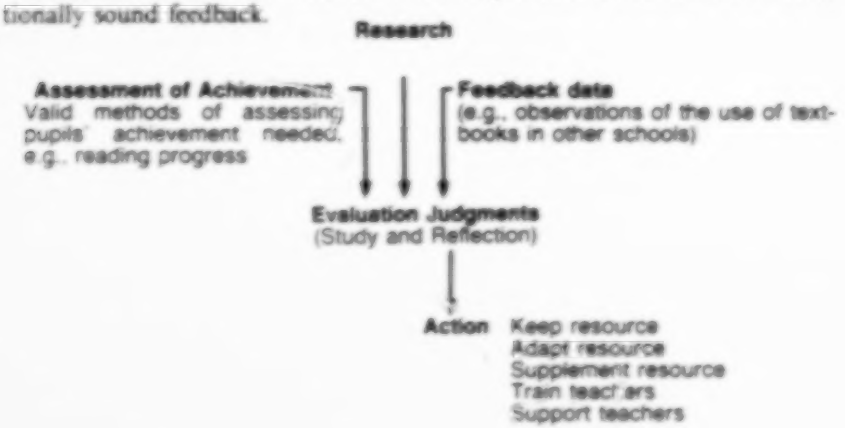
In some countries the responsibility for designing a brief to evaluate textbooks rests with a government agency such as the Ministry of Education, which also decides on the need for educational resources, and also develops, publishes, distributes, and implements those resources. It is sometimes suggested that this governmental department or section is more able to carry out evaluation of learning materials because it has the most knowledge, expertise, and experience of producing them, and is in the best position to carry out a searching and comprehensive evaluation.

In some countries, the government may commission an independent body, such as a university or educational research institute, both to design the brief for an evaluation of textbooks and to carry out the evaluation. In others, the Government Department of Education designs the brief for an independent or semi-independent agency to carry out. Such procedures tend to place consider-

able emphasis on the impartiality and objectivity of the research into the effectiveness of textbooks and whether they are fulfilling their expected role. This may be important when teachers, employers, or other pressure groups are questioning the adequacy of government expertise or resource provision.

Whatever the impetus for evaluation of educational materials, or who designs the brief and carries out such evaluation, there was general agreement that it was both inevitable and necessary that textbooks and other learning resources be comprehensively and objectively evaluated.

Consider therefore the need for research, productive assessment and educationally sound feedback.



Cost Effectiveness

The cost effectiveness aspect of evaluation is a complex one. Countries are concerned with assessing whether "quality" textbooks have been produced. These are textbooks that achieve a country's defined educational objectives with efficient use of resources. The criterion of quality will be relative to a particular country and its resources. Countries have been concerned with asking the following questions relevant to quality textbooks when embarking on cost effectiveness evaluation:

- Did the textbook or resource meet the learning needs of the children?
- Did it serve the curriculum objectives?
- Did teachers use it?
- Did it help teachers' professional growth?
- Was it durable and attractive?

To assess whether it was an efficient resource involves the collation and review of data relating to the cost of planning, developing, producing, storing, and distributing the textbooks. The maintenance and renewal aspect also has to be considered. Budgeting is an important part of the management of the resource. Related to these specific costs must be the value that the country may place on the training of teachers to use the resource effectively. Training may have involved a support service of specialists which now becomes an integral part of the cost
44 effectiveness exercise. A sound cost effectiveness programme will encompass the

A Possible Framework for Evaluation of Resources

Parents

Do the resources help to show:

- observable pupil progress?
- acceptable social and cultural conventions?
- lack of discrimination and stereotyping?

Do they meet expectations?

Can parents afford the cost?

Do parents understand the purpose of the resource?

State, Society and Community

Are the resources compatible with:

- national goals and aspirations?
- educational goals and plans?

Are:

- values suggested?
- models portrayed?
- cultural emphasis and conventions compatible with the above goals?

Pupils

Do the resources:

- result in observable learning outcomes?
- interest, stimulate, and motivate pupils?
- give them a sense of achievement?
- meet their expectations?

Are the resources:

- comprehensive?
- suitable for a range of pupil achievement and experience?
- developmental in structure?
- at the appropriate workload level?

Textbooks, Learning Resources, and Reading Materials

Experts/specialists

(Curriculum, Researchers, Resource Producers, Advisers, Inspectors, Teacher Trainers, etc.)
In relation to resources:

- observe pupil achievement in classes
- valid measures of achievement are needed

Consider:

- ease of training teachers to use them;
- ease of supporting teachers in their use;
- theoretical approach the books and resources epitomise;
- development in content and method of teaching;
- training teachers to use the resources;
- richness of language and literary resource that can be used;
- replacement of resources.

Administrators

Are concerned with:

- cost of resources;
- maintenance;
- storage, handling, and distribution;
- political issues.

Teachers

Do they find the resources:

- effective for pupils? (how is achievement assessed?)
- easy to use?
- applicable for a wide range of pupil abilities and backgrounds?
- compatible with various teaching approaches?
- able to be related to other resources in that subject?
- able to be related to other subjects?
- suitable for teachers to make their own resources to accompany?

very many variables that have been involved in the exercise. The textbook resource is made up of many components, both human and material. A comparison of programmes in use in terms of their cost effectiveness is advisable. A resource may be more effective if it is used efficiently. Sound evaluation may enable a resource to be used more efficiently and have more effect that the same resource had previously.

It has been suggested that some developing countries do not regard cost effectiveness as a relevant evaluation approach at present. The reasons for this are:

the books are regarded as permanent;

financial resources are limited.

Cost effectiveness is clearly a complex issue that countries will continue to grapple with in the future. It may mean that for some time yet many countries will have to seek a compromise, and to provide "good" quality textbooks for their children rather than the "best" quality textbooks which would be available under optimum financial conditions.

Section F: Cost Reduction

Cost reduction is an overall objective in the development and production of textbooks and reading materials. It is the process of analysing the costs of a development and production programme, identifying the fixed costs and the variables, and planning measures that will reduce costs where possible, while maintaining—even enhancing—the "instructional power" of the material.

A Framework for Cost Analysis

There are certain general features in each country that have to be taken into account in any costing: geography, population size and distribution, languages spoken, cultural make-up, money resources available, and government priorities in expenditure.

There are certain educational features in each country that will also have to be considered:

- government policies in relation to national and provincial objectives (such as language, ethnicity, and the universalisation of education)
- the structure of the curriculum;
- the emphasis on research and curriculum development;
- the level of competence and the confidence of the teaching profession;
- the level of literacy in the population as a whole;
- the degree of government subsidy in development, production, and issue of textbooks and reading materials.

Each country has certain organisational features in relation to textbook and reading materials development such as:

- the scope and the activities of the publishing industry—the educational publishing industry in particular;
- the capacity of the printing industry;
- the existence or efficiency of the book distribution industry;
- the relationship of the education authority with these.

Further, APEID espouses a principle in relation to the development of textbooks and reading materials: that each country should become self-reliant in the materials they develop and produce. Following this principle will in itself be a factor to take into account in identifying costs.

Each country assesses the cost of a development and production programme within the framework outlined above.

Planning Measures to Reduce Costs

Decisions to reduce costs are made at the planning stage: planning considers the whole cycle of a development, from the research of needs to the reception of the product by the end-user. The evaluation of the product in use then becomes the start of the next cycle of planning.

Identifying Costs

Identifying needs

The amount of money spent in a thorough identification of needs may reduce costs overall, in that objectives for a development programme may be properly formulated and lay the basis for a detailed brief for development. The costs may have to be allowed for in a specially commissioned research. However, if a country has a permanently constituted mechanism for identifying needs, such as a research organisation, the cost of such research may be absorbed in the running costs of that organisation.

Preparation and trial of materials

There are three main costs at this stage: the people involved, the preparatory and trial materials, and the organisation for trials.

People include writers, editors, designers, illustrators, reviewers, and evaluators. Costs include the method of their employment and, if necessary, training.

There are three main methods of employment: contract, secondment, and permanent positions.

Costs can be reduced through contractual arrangements, as the cost of contracts can be controlled by time limitations and performance objectives. They assume a level of expertise in the contracted team, so there may be limited costs in training. Their long-term cost could be measured in the loss of expertise to the employing organisation, if that organisation is involved in a continuous cycle of development.

However, a sufficiently wide pool of expertise available in the wider community to a development group can offer a variety of approaches and strengths. In this case, costs can be reduced by expert selection and briefing of appropriate people for particular jobs.

Staff may be employed for a project by secondment from the education service. In this way, costs may be absorbed through the regular funds available to the service, including the seconded person's replacement costs.

Alternatively, members of the education service may be given the task of developing materials in addition to their other duties. This cost reduction may have to be balanced against the increased time taken to prepare materials.

Costs may be reduced in the long-term through the establishment of permanent staffing in specialist materials development groups. This may be particularly the case where there is a commitment to an ongoing cycle of curriculum development and maintenance. Permanent staffing means that skills can be retained, training consolidated, and a capacity developed for overseeing extra team members on contract as and when the need arises.

Production

The greatest scope for cost reduction lies in the production phase of a development programme. There is a wide variety of relationships in the participating countries between the textbook originator and the institutions or industries for mass production.

In the countries where the end-user pays directly for the product, the methods of cost reduction usually involve a mixture of direct control by the originating authority and market competition in the publishing and printing industries. The primary concern is the cheapest possible price to the student, while maintaining standards of utility.

In the countries where textbooks are issued free, or on long-term loan to the students, the originating authority itself has to assess the most cost-effective methods of production.

The following are major considerations for most of the participating countries in the mass production of textbooks and reading materials.

Large print runs reduce unit costs in countries where textbooks are sold. Promotion of sales increases printing numbers and reduces costs. In countries where textbooks are lent, and storage is cheap and trouble-free, print-runs can be increased to avoid early reprinting. This both reduces unit costs and, temporarily, the costs of inflation.

The specifications of a book—its paper quality, cover or absence of cover, method of binding, and use of second, third or fourth colours—are all matters for careful assessment when considering the expected life of the book. Correct decisions about specifications and their effective control, can significantly reduce production costs.

In matters of paper quality, cost reductions can be made by using common paper stock. Alternatively, in countries offering large print runs, economies of scale can be effected by a bulk paper manufacturing order. Competition for supply of educational paper requirements can be a factor in cost reduction. In some countries, the government directs the manufacture and supply of paper at a set cost to the educational authority.

Printing costs can be reduced in countries where the government has direct access to printing at cost only. In other countries, the use of tendering and price competition in the printing industry is common.

Distribution

Distribution is the last item, and—from the point of view of the end-users—the most important link in the chain of development and production. The aim is for books to arrive at their destination safely and on time. This is the same for a small island country or a large continental country.

The first consideration is of storage for complete books while awaiting despatch. Costs can be reduced in three major ways: rapid distribution at the point of finished production; printing sufficient copies for immediate supply only; and the use of government storage facilities where costs may be absorbed in the regular funding for such facilities.

In countries where books are sold, some make use of an existing network of commercial distributors, with a handling commission as an incentive for efficient supply. Some countries reduce costs by dealing directly with booksellers, thus avoiding handling charges.

Other countries, where books are issued free and the geography creates difficulties, make use of existing public means of supply, or work in with the movements of other government bodies, for instance the military air network.

Cost reduction can be effected here by packing to protect against damage from climatic or travel conditions in transit.

Long-term cost reduction through increased efficiency can be effected by multiplying the points of bulk distribution. In large countries which have suitable printing facilities in the regions, the printing matrixes may be distributed for local production, rather than books being distributed in bulk.

Finally, where books are issued free initially, a price penalty for replacement of damaged stock may reduce costs by ensuring proper care of books by the end-users.

Section G: Teacher Involvement in the Planning, Preparation, Trial, and Evaluation of Textbooks

Fundamental Conclusions

Three fundamental conclusions emerged from the discussions:

- It is important that teachers are involved in the planning, preparation, trial, and evaluation of textbooks and teaching resources.
- The competence of teachers is crucial. This is the wide-ranging professional ability which includes the possession of: a sound pedagogy; particular skills and teaching practices; knowledge and understanding; clear objectives, and commitment.
- There is no one way to implement a principle or to achieve an objective.

These conclusions require elaboration.

Teacher involvement

Teachers should be involved in the *processes* of planning, preparation, trial, and evaluation of teaching resources. This involvement will vary markedly from country to country, region to region, and locality to locality. It must always be relevant to the needs of the national and local societies. Teachers are in a key position to comment on the desirability for resource review or expansion, as well as on the style of any change. It is recognised that because of the nature of the teaching craft, the initiative and request for any curriculum and resource change usually involves teachers. While educational administrators make the decisions in respect of funding, production, and supply, it is the competent teacher who will best apply a teaching resource to the advantage of his or her students. The opinions of experienced teachers are, therefore, worthy of consideration at all stages of the review process.

Teacher competence

Textbooks and allied resources do not replace the teacher. The capable teacher augments the effect of any textbook by using appropriate methods to capitalise on other resources in the environment, to motivate students, to capture their interest, and to encourage them to produce their own ideas, as well as to question in a respectful and purposeful way.

The capable teacher also organises the presentation of textbook material so that it links sequentially and structurally with other class levels, and with the wider curriculum.

At all times, the capable teacher uses resources in a relevant and practical way, recognising the needs of special groups and individuals and, as far as possible, catering for those needs. In this respect, the nature and utilisation of indigenous textbook resources, as well as sensitivity to the different abilities of students, are two critical professional decisions which are enhanced by teachers' competence.

A variety of systems and methods

All countries, to a greater or lesser extent, have groups of teachers with varying degrees of competence. All countries have educators with a high level of professional ability and academic qualification, but it is also true that there are those whose competence needs to be raised. The quality and extent of teaching resources, as well as the impact of inservice and preservice training, are key supporting elements.

The system of design and production should ensure that textbooks are consistent with syllabuses, other handbooks, and other subjects or disciplines. They should be accurate in terms of facts, information, and concepts. Ideally, they should be supported by a range of resources and approaches.

In every society, the general status of the teacher, and therefore the community's perception of the value of schooling and education, poses considerations for politicians and administrators. It is agreed that professional status is affected by:

- levels of entry qualification;
- extent of training, both preservice and inservice;
- career potential;
- salary relativities with other groups;
- working conditions;
- the quality and extent of resources.

Many teaching groups have enhanced their own professionalism and their members' competence by encouraging links with organisations which range from local groups to the International Reading Association. Communications such as these promote the raising of competence as teachers share their experience and ideas. They are useful additions to the more structured approaches to preservice and inservice training.

The Pre-Service and In-Service Training of Teachers with a View to Successful Programme Implementation and Resource Utilisation

The success of any education system ultimately depends on the commitment, knowledge, understanding, skill, and ability of the teachers in that system. It is through teaching that educational plans and curriculum programmes are implemented. Curriculum developers, educational administrators, and other specialists provide the organisation and resources within which schools must function,

but the task of turning educational programmes into meaningful educative experiences depends on teachers working with the children in the schools. The work of teachers needs to be seen as very important, and their preparation for this work should be given very careful consideration.

In-service training of teachers is of vital importance for the improvement of education generally. Because there is a need to strengthen the capacity of teachers to meet the demands of modern teaching approaches, a variety of means must be developed for assisting them to accomplish this.

In-service training should be viewed as a continuous process, a career-long process through which teachers increasingly accept responsibility for their own professional development to maintain and improve their effectiveness.

Conditions for successful in-service training

In-service training is to a great extent a process of converting knowledge into action. It is unlikely to be effective unless certain conditions, such as the following, are met.

1. The teachers' professional dignity and individuality need to be recognised, and opportunity given in open and mutual analysis to examine with colleagues and senior staff the beliefs, attitudes, and values that influence teachers' behaviour.
2. Teachers' participation in in-service training should be recognised as a desirable, necessary, and routine aspect of professional development.
3. Working with groups of colleagues, teachers need to learn to identify and to analyse teaching or curriculum problems, contribute to their solution, or add to an increasing body of knowledge that will assist other teachers.
4. In-service training should help teachers to achieve new knowledge, understanding, and skills, and provide an awareness of increasing professional competence and confidence.
5. In-service training should provide teachers with greater contact with their social environment, and promote an increasing understanding of the children's background and of the changes in the community in which the children live.
6. The in-service training activity should relate closely to the needs and difficulties the teachers experience in their work.
7. The teachers need to be given encouragement, and the opportunity to put to use the new knowledge and skills or insights that they have gained through in-service training.
8. The interaction of the participants in in-service work enhances professional learning. So it must be emphasised that the actual process of teacher involvement in in-service work is most important. This is complementary to the set purposes of the programme being undertaken.

Local school-based, in-service training

There is general agreement that the most effective in-service training occurs where people are encouraged to show initiative and to take responsibility, to share ideas, and to become involved in a continuous effort to improve teaching programmes. Efforts to make in-service training more relevant to teachers have

resulted in an increased emphasis being placed on in-service training at the local school level.

Informal discussions among staff members have always been a feature of interaction among teachers. Recently, some countries have found that by introducing regular staff meetings, with a planned agenda, attention can be given to curriculum topics and the introduction of new teaching resources. In larger schools, a capable and experienced teacher can be given responsibility for working with a group of teachers to assist with organisational and programme matters relating to their group of classes.

Several countries have introduced local in-service programmes where teachers from several schools in close proximity to each other form a "cluster group" which meets to discuss issues relating to the particular needs of their schools. On occasions, each school may send one representative to the in-service meeting, and then that teacher returns to the school and passes the new information or skill learned to the other teachers. If new textbooks or resources are to be introduced to schools, then all the teachers who will be involved would attend the cluster group for instruction in the techniques and strategies which will assist them in using the resource in the classroom. Where members of the cluster group of schools are unable to solve a particular problem among themselves, or they require information about a new development, they can request an in-service meeting with a consultant or subject specialist who is responsible for working in several cluster groups.

To assist programme implementation and use of resources in a region, the education authority invites one teacher from each cluster group to a central venue where in-service training is given. Teachers upon returning to their schools then organise a meeting of the cluster group schools so that the new teaching techniques and skills, textbooks or other resources can be shared by colleagues teaching in the schools.

In-service training for teachers from larger geographical areas

Teachers are widely dispersed in many of the participating countries, and in-service training can be difficult to provide because of distance, time, and cost. It has therefore been necessary to develop alternative approaches to ensure that as many teachers as possible are informed of new developments in textbooks, reading materials, and other resources.

In some countries, regular newsletters relating to curriculum developments are sent to teachers by post. In other countries, teachers are assisted in the introduction of textbooks and reading materials by being provided with handbooks or guidelines which they are encouraged to follow. They are also encouraged to adapt the suggestions made to meet the needs of the children in the particular environment in which they teach.

Another approach which has been very successful in providing a large number of teachers with an in-service programme on the teaching of reading has been the development of a modular audio-visual course. This course was designed to be viewed by individual teachers at a centre using a tape cassette player and a slide viewer with reference to a teachers' booklet which accompanied each mod-

ule. By duplicating multiple sets of the course, many teachers were provided with in-service training in a comparatively short period of time.

In rural areas where it was not possible to bring people to a centre, the course was sent, one module at a time, for the teachers to view in their own school.

Teachers reacted very favourably to the course. The method of presentation was well received, with teachers commenting on their ability to control the pace at which they worked through each module or unit.

With the development and increasing availability of video equipment several countries have now prepared in-service programmes for teachers. Some programmes are in modular form, and teachers can be sent, or can select, a particular module which will meet their needs. Other programmes are a series of units designed to be taken in sequence over a set time, with frequent reference to specially written booklets and other support materials.

Where facilities are available, some countries have conducted in-service programmes using radio and satellite communication links.

It is generally agreed that residential in-service training has advantages over other in-service approaches by virtue of increased participant involvement, greater depth and intensity of study, and more frequent opportunity for interaction amongst those taking part.

Residential courses enable teachers with expertise in specific aspects of textbook development to be brought together to draw up policy for the introduction of new textbooks or other resources into the school system. Key resource personnel who will be responsible for the in-service training of teachers can be thoroughly briefed, in a reasonably short time, to ensure that new materials are put to the most effective use by the classroom teachers.

Section H: Parent and Student Involvement

Many groups in the community have an interest in the type of textbooks and reading materials used in schools, and therefore some claim for involvement in their preparation and in their supply or purchase. Three groups stand out as having an obvious interest—teachers, students, and parents.

As noted in Section G, teachers are particularly significant as prime decision makers on whether a particular resource will be used, and on the manner of its use. Their attitudes and competencies can largely determine the effectiveness of such a resource. As indivudals they tend to be able to express their views clearly and forcefully. As a group, they are usually both well-organised and articulate. Thus, there are good reasons why they should be, and in fact are, involved in the preparation of textbooks in most of the participating countries. While the amount of involvement varies according to the attitudes of administrators and the power or influence exerted by the teachers as a group, it is not possible, even if it was desirable, to involve every teacher who might claim to have an interest and who might wish to be actively involved.

The dilemma is overcome, at least to some extent, by two measures. One is by having a sample of teachers involved in preparing, or associated with the preparation of, and with trying out, the material. Determining the size of the sample raises quite a few issues and requires consideration of such factors as involvement, time available, and cost, with trade-offs frequently having to be made among them. The second is to carry out a publicity or information programme with the aim of keeping all teachers concerned well informed on the nature and progress of curriculum developments involving the production of textbooks and reading materials. The report on the New Zealand *Ready to Read* revision project provides an interesting case study of how one education system addressed and resolved such issues in relation to the production of a particular series.

Students

Students, as the direct users of textbooks, also have an obvious interest. Textbooks are to students as products are to consumers. A number of factors influence the extent to which students can or may be involved. Students as a group are seldom organised in the way that teachers and parents usually are. The younger the students for whom a particular textbook is intended, the less articulate they are likely to be, and the less likely they are to be able to give expression of an interest in any direct sense. The responsibility that their interests are taken into account therefore falls on others—particularly producers of textbooks, teachers, and parents. Theirs is the responsibility to ask sensitive questions, report findings accurately, and act on them without bias.

In addition to meeting with the approval, and hopefully the enthusiastic acceptance, of teachers and parents, a major measure of the success of any textbook is the degree to which it helps each student learn the skills, acquire and
56 understand the content, and develop the attitudes which the text developers had

in mind. Where students reject a particular text for such reasons as inappropriateness of content or conceptual level, or unattractive or inadequate presentation, the developers' objectives will not be achieved. It is therefore in developers' own interests that they take fully into account the interests of the students.

The discussions at the seminar showed that all producers of textbooks claimed that the interests of students were being taken into account. The way in which this was done covered a wide range. In some cases, the text writers or producers drew on their previous experience to arrive at their perceived needs or interests of the students. In other cases, students were directly involved in the reporting on the response, reaction, acceptance, or rejection of the materials. The scale of involvement of students through trial of materials varied considerably. A number of factors, such as time, cost, and teacher involvement, acceptance and in-service training, could affect the decision as to how large a trial should be undertaken. A generally accepted viewpoint among participants was that the better and the more comprehensive the nature of the trial with students, the more likely would a particular publication achieve the objectives set for it.

Parents

Of the groups outside the schools, parents have the most direct interest in the nature of the textbooks and reading materials used in teaching their children. Involvement of parents in the planning, preparation, and production of pupils' resources usually takes the form of consultation with a variety of groups which enable parents' views to be brought together and articulated. In a democratic community, parents elect representatives to central or regional governments which formulate and administer education policies. They may elect representatives to groups such as boards of governors or school committees set up by government statutes to administer prescribed functions with regard to educational institutions. They may join school support groups, such as home and school associations or parent-teacher associations. In participating countries, it appeared to be the rule rather than the exception that curriculum developers and textbook writers and producers consult representatives of all or some of these groups in planning and preparing a particular text. For most parents, the first contact with a particular text is likely to be after it has come into use—and there have been instances where parental opposition and pressure have resulted in a text being withdrawn, prohibited, or having only a very limited use. Where parents have been consulted, and where parent and community sensitivities have been taken fully into account, such difficulties are less likely to occur.

The consultative process is, then, not without its difficulties. It implies to some degree a homogeneous community with converging rather than diverging viewpoints and that, where there are diverging viewpoints, those people who find themselves in a minority are prepared to accept, or not actively to oppose, the views of the majority. In communities which have a plurality of values, many of which are in conflict and are frequently firmly held, the processes of consultation necessary to achieve an acceptable outcome can be lengthy, and can add considerably to the cost of a project. However, where the objective is to achieve a publication which, in addition to helping pupils learn, is going to be acceptable to most parents and to the community generally, this cost in time and money is a price which usually has to be paid.

Appendices

Reports on the New Zealand Presentations

A: Teaching reading: The New Zealand Style

Beliefs underlying reading programmes

In his presentation on the New Zealand style of teaching reading, Mr Doug Helm, Education Officer (Reading), emphasised seven beliefs underlying programmes for teaching reading in New Zealand schools. These were:

- reading programmes should be centred on the interests and needs of the child;
- reading for meaning is paramount;
- reading must always be rewarding to children;
- children learn best "on task", that is, by reading texts that have meaning and are rewarding;
- the best approach is one which consists of a combination of approaches. (Some approaches which can be combined to make up a balanced programme are elaborated below);
- the best "cure" for reading failure is good first teaching—it is better to provide help to children beginning to have problems in learning to read, before they become failed readers;
- while the quality and range of the child's experiences before entering school greatly influence the ease with which most children learn to read, it is the school's responsibility to accept children as they are and to provide programmes which are a continuation of, and build on to, each child's experiences prior to school entry.

These seven beliefs were illustrated by excerpts from audio-visual training programmes on teaching reading which had been developed in New Zealand in recent years.

Approaches contributing to a balanced reading programme

Five approaches which Mr Helm considered contributed to a balanced reading programme were then developed and illustrated.

The first of these approaches consists of the teacher reading to the children stories which both children and teacher find interesting and rewarding. The reading of well-known songs, rhymes, and poems can be included in this approach.

Second is the language-experience approach with its essential features of using children's personal experience as a basis for preparing and recording a written statement followed by reading and frequent re-reading.

The third approach is shared reading, where both the teacher and the children join in the reading of a familiar story. The use of enlarged or "blown-up" books
58 to assist this process when the teacher is working with a group of children was

explained. It is important that, following this shared reading, the children be able to use both the expanded and normal forms of the book for personal reading or reading to each other.

Fourth is the guided-reading approach. This consists of the teacher and the children working their way through the text of a story which provides some challenges but is not too difficult for the children. A story from a series of graded, natural language texts is frequently used for this purpose. The teacher introduces the book, discusses concepts, and asks questions which set a purpose for reading and help the children to read the text. The reading will often be silent, especially when the child may be reading to confirm a prediction as to what might happen next, or to prove a point made in discussion. Prediction of an unknown word followed by use of language knowledge and sound-to-letter associations to confirm predictions or make self-corrections is an essential part of this process of thinking through the text to explore new ideas and feelings and to extract the message intended by the author.

Independent reading constitutes a fifth element of a balanced reading programme. The approach consists of children reading on their own, in a variety of situations and for a variety of purposes, stories of many different types which present relatively few difficulties and are found to be rewarding. The children in the course of reading such easy and interesting stories practise with little conscious effort the skills and also the prediction, confirmation, and self-correction strategies which have been or are being developed by the other approaches.

The proportion in which each approach contributes to a balanced programme is not able to be prescribed in any general sense. The proportion may, indeed, vary with a particular class of children during the course of the year. The decision is basically one to be made by the teacher in light of the assessed needs of the children and their response to the programme offered.

Discussion

During the discussion which followed the presentation, a number of interesting points were raised.

The first related to detecting in the course of such a programme those children who were having difficulty in learning to read, and then determining what could be done for them. In the response, two points were made. One was that the teacher, while teaching or working with groups of children and with individual children, closely observed the responses of each child and then adapted the teaching programme either for the whole group or to meet the needs of an individual child. The teacher would frequently make the opportunity to work with the individual child. The second point was that the observation and diagnostic procedures developed by Dr Marie Clay, as well as the reading recovery procedures developed by her in association with experienced teachers, were available and were used. (Refer to the NZ Country Paper and Dr Clay's books.*)

*Clay, Marie M. *Reading The Patterning of Complex Behaviour* (Second Edition). Heinemann Educational Books, 1979.
Clay, Marie M. *The Early Detection of Reading Difficulties: A Diagnostic Survey with Recovery Procedures* (Second Edition). Heinemann Educational Books, 1979.
Clay, Marie M. *Sand* (Concepts About Print Test) Heinemann, 1972. Clay, Marie M. *Stones* (Concepts About Print Test) Heinemann, 1979.

Another question related to whether there was any research basis for having talking animals in stories, that is, attributing human qualities to animals in stories. In response it was stated that traditionally such stories had been found to be attractive to most children. Mention was made of a supportive Russian research, and others saw value in the stimulation of children's powers of imagination through this practice.

The final point related to just how balance was determined. In brief, this was considered to be a decision for the teacher, after taking into account the assessed needs of the children and their response to the programme that was being arranged or planned to develop their skills, strategies, and attitudes in regard to reading. The balance of the components making up the programme would be altered from time to time in accordance with the teacher's assessment of the children's response. In addition, variety in itself within the programme, as well as changes in approach over a reasonable period of time, had value in maintaining and stimulating the interest of child and teacher.

Conclusion

Mr Helm concluded by emphasising that the following three parts of the presentation by New Zealand would help to amplify other points, including the writing done personally by children, about the New Zealand style of teaching reading, and about the preparation of textbooks and reading materials.

B: The New Zealand School Publications Branch

The presentation on the New Zealand Department of Education's School Publications Branch was made by Mr Michael Keith, Education Officer (Publications).

Establishment of the Branch

Mr Keith first reviewed the establishment of the Branch. He referred to two powerful ideas which emerged from the upsurge of educational thinking following the world-wide depression of the 1930s. First, children should be encouraged to learn from what is around them and, second, they should be provided with opportunities for finding out by themselves. These powerful ideas led to a focus on two elements. The first was a focus on local content, with children starting from where they were and from what was around them. Both children and teachers must be involved with the local environment. The second was a focus on how children learn.

A review of the New Zealand scene demonstrated a limited availability of New Zealand material, with both a limited capacity and inclination of New Zealand commercial publishers to produce suitable material. Since 1907, the New Zealand Department of Education had had a small involvement in producing

material for pupils through the publication of the *School Journal*. Also available was a Government printing facility. The solution was that the Department of Education should have a greater involvement in producing materials with a New Zealand orientation. Consequently, in 1939, the School Publications Branch was established. The aim was to produce materials which would complement other commercially produced materials.

Methods of book supply

Turning to the present day, Mr Keith indicated the three major ways through which New Zealand schools get their books. First, schools receive per capita grants, financed by the Government, with the specific purpose of purchasing appropriate textbooks and reading materials. In the primary service, these grants are distributed by the Department of Education to education boards and thence to the schools. Second, schools receive a free issue of publications financed by the Government. Some may be library books purchased by the School Library Service of the National Library, and lent to schools for specified periods or sent again for limited periods—in response to specific requests. The others are books which are retained by the schools, and which are usually produced by the School Publications Branch of the Department. The third source of books is from funds raised voluntarily by the school and parents in the local community. The amount raised in this way, and subsequently spent on books, can vary considerably from school to school.

Per capita grants for secondary schools are at a much higher level than for primary schools. On the other hand, primary schools receive a higher proportion of the free issue material provided by the Department. Private publishers, therefore, continue to have a considerable injection of material into the primary school system and to have a predominant place at the secondary school level.

Structure and roles

In reviewing the structure of the Branch, Mr Keith saw the editors and art editors in the forefront of the Branch's activities. Backing them up were the chief editor and the chief art editor, with the education officer and the administrative staff providing a further line of back-up and support.

When commenting on the roles, he emphasised that the chief editor and the chief art editor provided the key to training, the maintenance of standards, and the establishment and continuation of good personal relationships within the Branch. They see everything that passes through the editors' hands, while the consultative relationship between them was essential in the recruitment process.

Recruitment

Recruitment of staff to the Branch was seen essentially as a process of looking for people with the right sort of predisposition to the readership. To meet the special educational component of the publishing task, training as teachers and extensive teaching experience was seen as highly desirable. In fact, an important requirement is that at any time there must be a majority of staff with that kind

of background, if the Branch is to maintain its credibility as an educational publisher.

Vacancies are advertised widely. Applicants likely to be short-listed for interview are sent assignments intended to test their aptitude for the editorial function. Once the assignments have been appraised, decisions are then made on those to be interviewed. As no specific training courses for either editors or art editors are available, the members of the interviewing panel are interested in those with the greatest amount of work experience to supplement the potential indicated through the aptitude test. As the ability to work independently is important, they also look for qualities of independence, initiative, inventiveness, and innovation, but tempered by evidence of an ability to work co-operatively with others. Prospective editorial staff must be able to take part in an interplay of ideas with frank exchanges of opinion, and be able to give criticism constructively, and take criticism without offence. It is also important that they be likely to give more than one or two years' service as, with the amount of training available on the job being limited, new appointees are unlikely to be really effective until their second or third year in the job.

Conclusion

Mr Keith concluded his presentation by discussing with participants a particular issue of the *School Journal*. The publication of the *School Journal* illustrated a vital relationship between the Department, schools, and the community. The material was mostly local; the concerns and interests aimed at were those of New Zealand children. The treatment and presentation were intended to encourage both independent learning and flexible use in a group or class. The community was the resource for the publication—for both contributions and points of focus.

Discussion

In the follow-up discussion, the first question related to the size of the normal print-run for a Branch publication and the resultant unit cost. In response, it was stated that, depending on the particular publication, print-runs ranged from 40 000 to approximately 90 000. On average, the unit cost would be approximately sixty cents.

A second question related to the nature of the payments made to authors and contributors to the various publications. Mr Keith replied that the Branch had a list of standard payments according to the nature of the contribution. There was some flexibility in administration so that account could be taken of contributions which had unusual features.

Another questioner enquired as to what guidelines were available to writers or intending writers. It was indicated that staff members frequently discussed with a writer or intending writer or illustrator the special requirements of writing for, or illustrating, an educational publication. In addition, the Branch had prepared a set of written guidelines for writers intending to contribute to the *School Journal*. A copy of these guidelines had been included in the New Zealand portfolio of materials which had been distributed to all overseas participants.

A fourth participant sought clarification as to the rights of New Zealand teachers to prepare material for private publishers. Provided such work was done in their own time, there was, in general, no impediment placed in the way of teachers who wished to write for private publishers. Stricter rules applied to officers of the department who wished to undertake publication directly related to their work.

The final questions related to the selection of authors and the cost of publications. Editors frequently approached individual writers with ideas or suggestions for stories or articles, but there was a steady flow of contributions prepared on the initiative of the author. In the case of the *Ready to Read* series, contributions—many of them from teachers—were received in response to a general request. The selection of stories from among the thousands of contributions received would be dealt with more fully in the presentation on the *Ready to Read* revision and extension project. The total cost of the series spread over the four or five years of production would be approximately two million dollars.

C: The *Ready to Read* Revision and Extension Project

Three officers shared the presentation on the *Ready to Read* Revision and Extension Project—Miss Pam Coote, National Co-ordinator, *Ready to Read* project; Miss Margaret Mooney, Editor, *Ready to Read* project; and Mr Terence Taylor, Chief Art Editor, School Publications Branch.

Receipt and initial screening of scripts

The first section of the presentation aimed, by using one script as an example, to show how those involved in the revision project provided material for teaching reading to children during their first two or three years at school, which would exemplify the beliefs about teaching reading as set out in the New Zealand Country Paper. In particular, it was intended to show how teachers, children, writers, illustrators, and interested groups in the educational community contributed to the development of the series. The script chosen was *Paru Has a Bath*, by Fran Hunia, and its processing was followed from the time it arrived in the School Publications Branch—from selection, initial editing, trial, and final editing, to publication, and use in the schools.

The original story was one of seven thousand received following an advertisement placed in selected magazines, and in newsletters circulated among writers' groups. As each script came in, it was considered first and foremost for its value as a story. (Authors had not been given any vocabulary list from which to work.) Three groups of questions were posed by the editor. First, would it interest children in the five to eight-year-old age group? Second, would it stand repeated reading from both the teachers' and children's points of view? Third,

was it suitable for reading to children (shared reading), for reading with children (guided reading), and for reading by children (independent reading)?

Where the answer to any of these questions was negative, the script was put aside and considered again at a later stage. If, after further consideration, the answers were still negative, the script was rejected and the author was told the reason for rejection. Where the answers were positive, that is, it would interest children, stand repeated reading, and be suitable for reading to, with, and by children, it was considered again in greater detail and presented to the editorial committee. On occasion, where after some editing, the editor had doubts about a script, the editorial committee advised on whether they thought a script was worth working on.

All scripts placed before the editorial committee were presented anonymously so that the first-time writer had the same opportunity for selection as the established author. Not unexpectedly, established authors had a higher acceptance rate. Nevertheless, of the forty-five writers who had work accepted, over half were first-time writers.

Criteria for selection of scripts

To assist in determining the value of a particular story and its difficulty level, a grading checklist was drawn up. Even with this it was not always easy to decide the placement of a particular story in the series until the text could be seen alongside the illustrations, until it was known how many pages could be used to present the story, and until it was known what stories were likely to precede and follow the story in the series. The checklist, which consisted of thirteen major headings, each of which might have up to ten sub-headings, greatly assisted in a systematic and comprehensive consideration of the difficulty level of each script. The full list follows.

Ready to Read: Grading checklist

Content:
- reader's interest
- worth reading—merits reader's time and attention
- credibility
- authenticity
- matches developmental stage of reader
- content not smothered by didacticism
- what background experience is required?
- concept load

Story Structure:
- shape
- spread of challenges (often all at end which means reader left with sense of frustration)
- number of characters introduced and how
- length
- redundancy
- story within story

- reader's familiarity with structure
- title—what expectations does it engender? Is it ambiguous?
- what has the author assumed or implied?

Style
- author's
- appropriate for content
- didactic
- anthropomorphic
- condescending

Sentence Structure
- use of connectives
- length
- variation
- change of use—verb to adverb, adjective to noun, etc.
- inversions
- simple or complex
- compound subject
- number of clauses
- medial speech carrier
- beginnings
- endings
- plurals

Language
- figurative
- metaphors, similes
- alliteration
- anaphora
- homonyms
- natural language
- book language
- written for specific audience (e.g., scientific)

Vocabulary
- written with respect for content
- restricted
- specialised
- regional differences
- cultural differences
- vocabulary introduced—then explained
- noun load
- nonsensical
- colloquial
- ambiguous

Tense
- tense in direct speech different from context
- tense of title doesn't match text
- consistency in narrative

Time
- shift

- implied

Illustrations
- support and complement text—or conflict, or dominate placement
- intrude on text
- precede rather than follow text
- provide appropriate clues
- style appropriate for age of reader
- support main episodes

Type
- serif or sans serif
- type size
- leading
- space (see separate list)
- punctuation (type and use)
- gimmicky print
- style and place of references and acknowledgments

Text Placement
- space (see separate list)
- illustrations
- directionality
- line length
- ambiguity

Space
- between letters, words, lines, paragraphs, speakers
- around text, illustrations
- away from spine and bottom of page
- conventions of word, line, page

Paper
- opacity
- contrast
- background colour
- surface

Applying the criteria, and initial editing of scripts

Two of the headings, "Content" and "Sentence Structure", were commented on as examples by the presenter. In discussing sentence structure, the point was made by the presenter that the aim was not to eliminate difficulties, but to ensure that the number of probable difficulties was reasonable, and that these were distributed throughout the story. It was considered particularly important that children should be able to become involved in the story without difficulty, and that they be able to end the story on a successful note so that they did not finish with a feeling of frustration but were keen to get back to the story and read it again. The changes made to the original script were negotiated with the author. Once the author had accepted payment, the script was then ready to go to the art editor who, along with the editor, would have responsibility for designing a book ready for trial.

Preparation of the trial booklet

In the case of *Paru Has a Bath*, a sixteen page, self-covered format was decided on, as this was one of the most economic ways of getting the story out to schools in book form for a realistic trial. Technical details as to the selection of the size and style of print from the range available through the New Zealand Government Printer were then presented. Because it was decided that the intended readers would have had some time at school, it was possible to use a smaller size type than was used in earlier books in the series. A greater amount of print could also be presented on a page.

The next important decision concerned the choice of illustrator. As the trial was to be in black and white and the final version in colour, it was necessary to choose an illustrator who, at the appropriate times, could produce two sets of illustrations. After editorial discussion, it was decided to approach a particular illustrator because of his:

- ability to draw powerful and animated pictures;
- imaginative use of space;
- understanding of how a picture can be allied to text to provide clues for meaning;
- rich use of colour which was valuable in attracting children;
- ability to present the richness of the New Zealand countryside, along with its people;
- ability to vary the size and position of pictures throughout a book;
- ability to work between realism, symbolism, and situation;
- use of humour.

At this point, a letter was sent to the illustrator outlining the requirements, and to see whether he would be interested in undertaking the commission. While this was happening, the type was set by the Government Printer, corrected by the editor, and laid out on the pages by the art editor.

Once the illustrations had been returned and checked by the editor and the art editor, they were considered thoroughly by the editorial committee. All comments were noted, and the illustrator was then asked to make some amendments. After satisfactory amendment, the illustrations were then paid for. Once proofs and copies of the illustrations had been made, the art editor placed the picture and text for each page. After a final check by the editor and art editor, and the securing of formal approval to print, the camera-ready copy was sent to the printer, and a run of 1200 trial booklets was produced on the selected paper, ready for trial.

Trying out a script

When the black and white trial booklets had been received from the printer, they were distributed to the district committees who, in turn, distributed them to the teachers in the selected schools. At least three hundred schools were involved in the trial of a book, and an endeavour was made to give as wide a coverage as possible to different types of school. The extensive trials confirmed with teachers throughout the country that the original series was being revised, and made them feel that they were part of the revision. Through being asked to

respond, they became aware and involved—and they had an important contribution to make.

It was fortunate that most teachers involved in the trials had previously had experience of the Early Reading In-service Course (ERIC). In many ways, the in-service training came before the presentation of the material, with the result that teachers were able to look at the material in a more receptive way. It was possible to involve teachers from diverse educational settings and with varying experience. The programme of trials became a very effective in-service experience for many young teachers, who worked with the new material and talked it over with senior and experienced teachers. The trials, then, were not confined to the most experienced and enthusiastic teachers. As a result, the reports provided gave a more realistic picture of teachers' reactions than might otherwise have been the case.

Probably the most important contributors to the trials were the children themselves. Many teachers took the children into their confidence and said what the black and white books were all about. Children took the task very seriously and made many comments and suggestions which were sent on by the teachers. Their views proved most helpful in gauging the effectiveness of the trial stories.

Parents were often involved. Children took the books home, where they discussed and read the stories with their parents. Many responses came in from parents, which provided new insights on the material.

Other groups to provide comment on the stories were:

- advisers to junior classes, advisers on reading, and advisers to rural schools, who used the materials during their visits to schools;
- inspectors of schools, who frequently saw the materials being used, and who sometimes used them themselves;
- interested groups, such as the Maori Women's Welfare League and Women in Education;
- groups associated with the New Zealand Educational Institute;
- officers in the head office of the Department of Education;
- Correspondence School teachers;
- teachers' college lecturers;
- university staff;
- members of the National Advisory Committee.

To guide and systematise the trials, evaluation sheets (see attached copy) were sent out, on which teachers were asked to respond. Hundreds were returned. Teachers were asked to respond under the following headings:

children's interest
approach used
reading level
content
predictability
difficulties
manageable challenges
length
print size
illustrations
vocabulary

suggested changes
introductions
follow up activities
overall rating high 1 2 3 4 5 low

Along with the evaluation sheet, teachers were provided with a copy of the text of the story on which to make a "running record" of a child's responses. Teachers had learnt about the conventions of making such records mainly through the ERIC programme. Running records were very valuable to teachers working with individual children. Teachers were able to observe and record the strengths of each child, and their difficulties. At the same time, the running records showed up the difficulties inherent in the material itself—information which was of great importance to those evaluating the trials.

Evaluation of the trial

Evaluation sheets were considered first by the district committees. Where possible, teachers who tried out the material attended the meeting. This practice proved to have considerable in-service training value.

Points of particular interest noted in the trial of *Paru Has a Bath* were: humour; rhythm of the text; pets; chase; Hana's clever trick; use of "but. . . ."; expressions on dog's face; country setting.

It was observed that teachers found that children often had a greater interest in a story than teachers initially had themselves. Teachers frequently found that they had been taking into account their own interests rather than those of the children.

The district committees each sent in a district report on the trial in their area, along with the hundreds of evaluation sheets and running records. These were then collated by the National Co-ordinator, and a national evaluation was drawn up and presented to the editorial committee. The evaluation included a set of suggested changes to the text in the light of the trials.

Final editing and production

Following consideration of the evaluation and after a decision to proceed with work on the text had been made, the editorial process started all over again. At this stage, special consideration was given not only to its place in the series, but to aspects such as safety, stereotyping, legal issues (for example, advertising), and balance within the series. Information on what had been found nationally was fed back to the district committees and to the teachers. Many teachers had written down on their evaluation sheets different ways in which the books had been used. These were also collated and sent back to district committees and to teachers. Teachers appreciated seeing the outcome of their work, and valued the opportunity to share ideas.

The presenters discussed in some detail the changes made to the text and the illustrations as a result of the national trial. Copies of the original script, the trial script, and the book as finally produced were made available to participants. The function of the colour wheel in suggesting difficulty level and approaches to

READY TO READ REVISION AND EXTENSION

TEACHER EVALUATION SHEET FOR TRIAL MATERIAL (to be completed for each group of children with whom the piece is used.)

School _____ Teacher's name _____

Description of group _____

_____

Reading Level (Present R to R _____

Accuracy rate of average child on present R to R _____

TRIAL MATERIAL

1 Title _____

2 Interest level (please tick one)

	High	Medium	Low
For children			
For teachers			

3 These things were of interest to the children _____

_____

_____

4 Approach used (please tick one)

Shared book experience	
Guided instructional reading	
Independent reading	

5 Tick the level you found most appropriate when using this script.

Please attach completed running record sheet to this evaluation.

emergent	
red	
yellow	
blue	
green	
Hungry Lambs	
Boat Day	
Donkey's Egg	
Sweet Porridge	

Overall Rating

1 High	2	3	4	5 Low

6 Could the children follow the story/get the meaning/predict satisfactorily? _____

_____

7 Did any aspects give:

i A great deal of difficulty? Please make specific comments.

_____

_____

ii Some difficulty, ie, a challenge, manageable by self-correction using context, initial consonants, pictures, etc

_____

_____

8 Comment on: Length of story _____

_____

Content _____

Kind and size of print _____

Illustrations _____

_____

Vocabulary _____

_____

9 What aspects should be changed or deleted? _____

_____

_____

10 Would you like to use this piece in your classroom as part of the revised and extended Ready to Read series? Why/Why not?

_____

_____

11 What motivation/introduction was used in taking this story?

_____

_____

_____

12 What additional activities were motivated by this story?

be used was explained. A scope and sequence chart for inclusion with the New Zealand portfolio of materials was also distributed to participants.

Following receipt of the new books in the schools, teachers used the books in a variety of ways, and devised a range of follow-up activities. Examples of this work were placed on display.

Discussion

The first questioner sought clarification on whether the illustrations were included in the evaluation process. The response pointed out that as the illustrations complemented the text, their evaluation was most important. Several changes to the illustrations and the layout were made as a result of the comment received, and these were demonstrated by comparing the trial booklet with the books as finally produced.

Another participant expressed great interest in the checklist and the process of using it to see whether a story met preconceived criteria. The questioner wondered whether there was any instance where a story, considered worthwhile, perhaps by intuitive means, did not match up to the criteria. In reply, it was stated that the story as a whole had always been the prime concern. It was usually found that a good story covered all the criteria. Where it did not, negotiation with the author usually resulted in a better fit. The editorial group believed that if they had asked in the first instance for stories to be written to meet particular criteria, then the quality of the stories would not have been so high.

A third query related to deciding on the challenges to be set by the introduction of vocabulary which would extend the children. The editor of the series replied that in considering such issues it was necessary to look at the whole situation—what has gone before, what comes after, what support is provided by the illustrations, what is the story line leading up to a particular word or phrase, whether the children can be expected to predict it or come up with a similar word to fit in with the meaning or context, whether they have skills with which to check their prediction, and whether a difficulty occurred near the beginning, in the middle or near the end of a story. More often it was structures, sentences, ideas, or implications which were changed, rather than single words.

A further question related to whether thought had been given to asking children to supply missing words or phrases. It was pointed out that the children do not own the books. These are supplied to schools and used over and over again by different pupils. There are no workbook type activities in the books. A major purpose of the *Ready to Read* series is to present books similar to those which children might read at home, or get from a library, and which work as story books rather than readers. After children have read a book, they do creative language activities involving writing or other language work based on the original story. There is nothing, of course, to prevent teachers from developing gap-filling exercises where it was considered these would meet a particular need, but such exercises are not supplied as part of the series. Nor are they encouraged. With regard to illustrations, it was considered more desirable that children develop their own illustrations, rather than complete an illustration started by somebody else. It was better that children develop their imaginations as individuals and as members of a group or class.

Another question raised the issue of whether a high degree of illustration tended to distract children's attention from the printed text. The matter had come up in responses to the black and white trial booklets, and comment had been made about some pages being too cluttered. The problem was solved by creating more space around the text. Consideration also had to be given to the level of the book and the degree to which the story line could be carried by the text or had to be supported or carried by the illustration.

The final questioner asked to what degree the developers of the material had to be concerned with time constraints. Did they have to meet time deadlines, or did they have all the time in the world? In reply, it was stated that the approval for the revision and extension project had provided for the money to be expended within a particular time, and this provided an overall time constraint. In each school year of three terms, a set of trials was carried out in each term. This provided a period of eleven to twelve weeks for distributing the trial books to the district committees and then to the schools, for carrying out the trials in the schools, for preparing the district and national evaluations, and their consideration by the editorial committee. The schools had a period of six weeks to carry out a trial. Five or six books were being tried out at the one time, but in most cases different schools were involved with each book. This ensured that the trials did not become a burden on one school, and that the in-service training values were spread over many schools and teachers.

D: In-service Training of Teachers in New Zealand and How It Has Been Adapted for Reading

The presentation on the in-service training of teachers in New Zealand was made by Mr Bryan Hennessey, Education Officer (Teacher Education), and Miss Pam Coote, National Co-ordinator of the *Ready to Read* Revision and Extension Project and one of the team involved in the development of the Later Reading In-service Course (LARIC).

Mr Hennessey stated that the presentation would consist of three sections. The first two, on the structure of in-service training in New Zealand and the Early Reading In-service Course (ERIC), would be dealt with by him. Miss Coote would conclude with the third section on the Later Reading In-service Course (LARIC). The presentation was intended to complement the information provided in, and illustrate selected points from, the New Zealand Country Paper.

National structure

The structure for in-service training in New Zealand could be considered at four levels—national, regional, district, and local. For some aspects, such as the major allocation of resources and the determining of some priorities, the structure operated in a "top-down" manner. For others, such as the expression of local

needs and the determining of local priorities, the structure operated in a "bottom-up" manner.

Resources were allocated in varying proportions to seven major activities. Sixty-five percent was allocated directly to meeting local needs. The remaining resources were distributed among the teacher resource centres; the Teachers' Refresher Course Committee; the national residential Lopdell Centre; the Curriculum Development Division; the Advisory Services; and a miscellaneous special purposes group, such as marae courses, or special groups, such as a number of teachers' college lecturers. In all activities, a major portion of the allocation was spent on the employment of relieving teachers to enable regular teachers to be released from their classrooms for in-service training or curriculum development purposes. The amount of the allocation enabled teachers to have an average of two and a half days of school time for in-service training purposes. It was emphasised that this figure was an average, and not a right each teacher had.

An important development had been the provision of in-service education. This took the form of more substantial study courses for teachers offered out of school time, and aimed at increasing the professional understanding and improving the qualifications of practising teachers. Most of these were correspondence courses offered by the Advanced Studies for Teachers' Unit of the Department of Education. Teachers' colleges also offered similar courses in the evenings for local teachers. Other teachers wishing to study for a university degree were able to enrol for extramural courses offered through Massey University or, where feasible, enrol with a local university. Involvement of some teachers in resource development was providing another avenue of in-service education.

The early reading in-service course (ERIC)

Mr Hennessey reviewed the major points made in the New Zealand country paper on the origins of the course, its aims, and its design principles. The setting-up and operation of the centres were illustrated by means of a series of photographic slides. After reviewing the design and outcomes of the evaluation of the course conducted during 1978 and 1979, Mr Hennessey demonstrated the operation of the course by showing some of the slide-tape sequences associated with Unit 9 on a balanced language programme. He also noted that the major resources for the production of the course consisted of three people employed full-time for a two-year period. The special equipment provided for them consisted of a stereo tape deck, a sound mixer, a reel-to-reel cassette recorder, a slide viewing table, a slide copying machine with microphone, cords, tapes, and film.

Mr Hennessey concluded his part of the presentation by distributing an explanatory booklet on the course, a sample teacher's unit, and a booklet providing information to teachers on producing expanded or "blown-up" books for shared reading by the teacher with groups of children.

The later reading in-service course (LARIC)

Miss Coote stated that the Later Reading In-service Course was designed to improve the teaching of reading in middle and upper classes of the primary

school, that is, to children of approximately nine to twelve years of age. Increasing teachers' understanding of their pupils and the reading process, heightening their enthusiasm, and the offering of practical ideas for use in the classroom were among its primary aims. The course is not intended to revolutionise the teaching of reading, but to enable teachers to make informed choices through becoming familiar with descriptions of current reading theory and practice.

Preceding the production of the course was a two-year research study. This aimed to find out what teachers and children at these levels think reading is. Because practices reflect actual beliefs, a survey was undertaken of what was happening in classrooms to see to what degree actual practice matched up with stated beliefs. In the development of the course following completion of the research phase, there was regular consultation with teachers, the New Zealand Educational Institute, and reading specialists in teachers' colleges, universities, and the Department of Education.

The course consists of ten units, and these were briefly summarised in a small brochure which was distributed to participants. Eight main themes have been developed, and the units aim to develop teacher understanding in regard to these. The themes are:

- enjoying reading—reading should be an enjoyable experience for both teachers and pupils;
- monitoring pupils' reading behaviour—the aim is to make teachers more aware of individual differences in children, and to help teachers develop programmes which cater for these;
- using a range of reading material—the aim is to make teachers more aware of the range of material within a school and to use this appropriately;
- providing a balanced reading programme—looking at the possible components of a reading programme, and the place of reading in the context of a total language programme;
- fostering confidence—teachers and pupils who have a positive view of themselves are likely to be better teachers and more confident readers;
- using appropriate approaches—developing an understanding of the variety of approaches available, especially the shared, guided, and independent reading approaches;
- understanding how we read—developing, especially in children, an understanding of how a good reader reads and adapts the style of reading according to the purpose;
- knowing our pupils—getting to know pupils' strengths and needs, and keeping these in mind when developing programmes and working with children.

A typical LARIC session was then described where a group of no more than ten teachers attend a specially arranged centre with a trained tutor. Usually there would first be a discussion of the work tried out by the teachers in their classes following the previous session. The group would then view a video which provides a common focus from which to start a discussion. It was pointed out that a difficulty which arises in many teacher discussions is that each teacher starts off from a different experience base and much time can be spent in finding common ground. The group viewing of a video has been found to assist in developing a common focus. Following the viewing, the content is discussed. Frequently this provides a lively learning situation. Some time may then be given to a brief

explanation of the booklet which goes with each unit. The booklet provides a summary of key ideas presented in the video, sets out practical ideas which can be followed up in the classroom, and provides articles and quotations, or makes suggestions, for follow-up activity which may be undertaken as a result of the current unit and in preparation for the following unit in a week's time.

It was emphasised that in developing the videos, schools from throughout New Zealand had been used. Large urban and small rural schools had been included, and there had been due regard to cultural diversity. The units had been tried out in Christchurch using a centre with four tutors who had had a month's training, along with one reading adviser who exercised general oversight of the trial.

The presentation concluded by showing the video associated with Unit 9 of the course, "You Can't Learn to Read Unless You're Happy", which deals with organisational factors that help to implement a reading programme.

Discussion

The first questioner expressed appreciation at being able to see what was happening in New Zealand in relation to reading, and asked what was being done in regard to mathematics and science. The response indicated that over the years a great deal of in-service training had taken place in mathematics and science. At the present time, mathematics was in a revision phase and the development of any additional and necessary resources for in-service training had yet to take place. In science, many teachers' resource booklets had been produced, and were proving very popular. The Curriculum Development Centre in Canberra had taken up the booklets for sale in Australia and, after some adaptation, 60 000 copies had been sold. Within New Zealand, in-service training courses continued to be run by advisers in both mathematics and science. Reference was made to the science syllabus guide which had been specially devised so that it could be used in in-service courses. In regard to the time allocated to in-service training in mathematics and science, the decisions were made at local level after teachers had considered their needs and determined their priorities within the constraints of available time and finance. A supplementary question sought clarification as to whether there were different teachers in mathematics and science, or whether one teacher was expected to teach all these subjects. In response, it was stated that in the eight-year and six-year primary schools the one teacher usually taught all subjects to a class of children. In the two-year intermediate schools for eleven- and twelve-year-old children, there was some full-time specialisation, particularly in craft and home economics, and provision for other teachers to undertake part-time specialisation in some aspect of the curriculum.

A second participant raised three points. The first related to the amount of time allocated in primary schools in New Zealand to language teaching. The second sought amplification on the resource centres, how they are run, and the basis of selection of the tutors. The third asked how many teachers had been involved in the ERIC programme.

It was pointed out that no precise answer can be given to the number of hours
 spent daily in a primary classroom on language. All the content subjects involve

the use of language. In general, an hour to an hour and a half might be allocated to reading and language programmes in a primary-school classroom. Mathematics would be allocated forty to forty-five minutes in a five-hour day.

In relation to resource centres, it was stated that these can be of various kinds. Resource centres for the ERIC and LARIC programmes have been specifically designed for these two projects. The intention has been to take the course to teachers as much as possible. In a large city, the centre might be set up in a vacant classroom in the suburb. This cuts down travelling costs of teachers which, after salaries, is the next highest cost. As soon as all the schools had been serviced, the centre would be moved to a vacant classroom in another suburb to service the catchment area there. Teachers selected as tutors or resource teachers for these two programmes were considered to be competent classroom teachers. They needed to relate well to other teachers, to be young teachers with about seven or eight years teaching service, to be teaching on the basic salary scale, and be good at leading a discussion. It was considered important that young, relatively inexperienced teachers did not come along to a centre where an older, experienced, senior teacher was seen to be telling them what to do. The staffing of the centres has been found to work very well in practice.

It was estimated that over 20 000 teachers had taken the ERIC programme since its inception, and some of these had taken the course more than once. The LARIC programme was only in its initial phases.

Another type of resource centre was of a more permanent kind. As noted in the presentation, these centres received a portion of the national allocation of funds for in-service training. In general, they are located in smaller towns and aim to serve the teachers in those towns and the surrounding rural areas. They are provided with a wide range of resources—slides, books, tapes, copying equipment, a mailing system, and a place for teachers to meet and work. Only three of these have been fully set up at present, but it is hoped that others will be established as resources allow. They employ an experienced teacher specifically for running the centre for a two-year period.

It was also pointed out that practically all schools have a library which acts as a resource centre within the school. Normally it houses not only books, but film strips, audio cassettes, pictures, posters, and some of the school's resource equipment. It is a resource from which teachers may draw to create or set up their classroom environment, along with the material created by the children in the course of their work. The work of the school library is supported by the resources of the School Library Service, which is a nationwide service bringing forward new books for teachers to use in their programmes. The view was expressed that without the extent and the breadth of the resources provided by the School Library Service, it would be very difficult for teachers to offer the diversity which marks most programmes.

Annexes

I. Seminar Participants, and Resource Persons—Participants

Participants

Australia
Mr J E Hamilton
Principal
Curriculum Consultancy Section
ACT Schools Authority
O'Connell Education Centre
Stuart St., Griffith ACT 2603
AUSTRALIA

China, People's Republic of
1. Mr Yuan Weizi
Director
People's Education Press
55, Sha Tan Hou Street
Beijing
PEOPLE'S REPUBLIC OF CHINA

2. Mr Hu Wenjing
Deputy Editor-in-Chief
People's Education Press
55, Sha Tan Hou Street
Beijing
PEOPLE'S REPUBLIC OF CHINA

Fiji
Mr Francis Mangubhai
Director
Institute of Education
The University of the South Pacific
P.O. Box 1168
SUVA, FIJI

India
Dr P L Malhotra
Director
National Council of Educational Research and Training
Sri Aurobindo Marg
NEW DELHI-110016, INDIA

Indonesia
Dr Soemardi
Office of Educational and Cultural Research and Development (BP3K)
Tromol Pos 297 Kebayoran
Jalan Jenderal Sudirman—Senayan
Jakarta
INDONESIA

Malaysia
1. Mr Hashim Mydin
Director
Textbooks Bureau
Examination Syndicate Building
Jalan Duta
Kuala Lumpur
MALAYSIA

2. Mrs Wan Kalthom bte wan chik Bakar
Principal Assistant Director
Educational and Planning and Research Department
Ministry of Education
MALAYSIA

Nepal
Dr Kedar N Shrestha
Chief, Curriculum Textbook and Supervision Development Centre
Ministry of Education
Harichar Bhawan, Pulchowk
Lalitpur
NEPAL

Pakistan
Dr Ghulam Kibriya
Chairman
Punjab Textbooks Board
21 E-II Gulberg-III
Lahore
PAKISTAN

Papua New Guinea
Mr Kwapena Makara
Associate Principal Materials Officer
Ministry of Education
Department of Education
P.S.A. Haus, Private Mail Bag
Post Office, Boroko
PAPUA NEW GUINEA

Philippines
Dr Pablo E Natividad
Chief, Curriculum Development Division
Bureau of Elementary Education
Ministry of Education, Culture and Sports
Manila
PHILIPPINES

Singapore
Mrs Catherine Lim
Deputy Director
English Language & Social Studies
Curriculum Development Institute of Singapore
SINGAPORE

Solomon Islands
Mr Robert Perakana
Senior Education Officer (Primary)
Ministry of Education
SOLOMON ISLANDS

Thailand
Mr Pramodya Chaiyakit
Deputy Director-General
Department of Curriculum and Instruction Development
Ministry of Education
Bangkok
THAILAND

Tonga
Mrs Siu Taula Cocker
Senior Lecturer
Tonga Teachers Training College
P O Box 431
Nukualofa
TONGA

Vanuatu
Mr John Laan
Primary Schools Adviser
Education Department
VANUATU

Western Samoa
Mrs Palagi Faasau
Subject Organiser, English
Primary Schools Curriculum
Education Department
Apia
WESTERN SAMOA

New Zealand
Mr Peter Brice
Assistant Secretary, Schools and Development
Department of Education
Private Bag
Wellington
NEW ZEALAND

Mr Doug Helm
Education Officer (Reading)
Curriculum Development Division
Department of Education
Private Bag
Wellington
NEW ZEALAND

Mr Michael Keith
Education Officer (School Publications)
Curriculum Development Division
Department of Education
Private Bag
Wellington
NEW ZEALAND

Mr Harvey McQueen
Assistant Director
Curriculum Development Division
Department of Education
Private Bag
Wellington
NEW ZEALAND

Resource Persons—Participants

Mr Neil Leckie
Conference Co-ordinator
Curriculum Development Division
Department of Education
NEW ZEALAND

Mr Ken Millar
Senior Education Officer
Curriculum Development Division
Department of Education
NEW ZEALAND

Miss Pam Coote
Co-ordinator, Ready to Read Project
Curriculum Development Division
Department of Education
NEW ZEALAND

Miss Margaret Mooney
Editor, Ready to Read Project
School Publications Branch
Curriculum Development Division
Department of Education
NEW ZEALAND

Miss Lois Thompson
Chief Editor
School Publications Branch
Curriculum Development Division
Department of Education
NEW ZEALAND

Mr Terence Taylor
Chief Art Editor
School Publications Branch
Curriculum Development Division
Department of Education
NEW ZEALAND

Mrs Beatrice Hamer
Editor
School Publications Branch
Curriculum Development Division
Department of Education
NEW ZEALAND

Mr Bryan Hennessey
Education Officer
Teacher Education Division
Department of Education
NEW ZEALAND

Mr Ormond Tate
Principal
Correspondence School
Private Bag
Thorndon
Wellington
NEW ZEALAND

Mrs Lorraine Nicholls
Senior Teacher
Karori West School
Allington Road
Karori
Wellington
NEW ZEALAND

Mr Peter Singh
Executive Member
New Zealand Educational Institute
Principal
Glendene Primary School
Henderson
Auckland
NEW ZEALAND

Mr Ted Preston
Education Officer
Schools Supervision Division
Department of Education
NEW ZEALAND

Mr Frank M_honey
Education Officer (Audio Visual)
Curriculum Development Division
Department of Education
NEW ZEALAND

Mr Ken Foster
National Co-ordinator
International Reading Association (NZ)
Inspector of Schools
Department of Education
Box 1225, Dunedin
NEW ZEALAND

UNESCO Secretariat

UNESCO ROEAP, BANGKOK
Dr A Latif
Chief, Asian Centre of Educational Innovation for Development
UNESCO Regional Office for Education in Asia and the Pacific
BANGKOK

Mr A Dyankov
Specialist, Instructional Material
UNESCO Regional Office for Education in Asia and the Pacific
BANGKOK

New Zealand National Commission for UNESCO
Ms Elizabeth Rose
Assistant Secretary
NZ National Commission for UNESCO
c/- Department of Education
NEW ZEALAND

II. Seminar Work Schedule

Sunday, 2 October:	Participants arrive
Monday, 3 October:	Participants arrive
7.30 pm to 9.00 pm:	Official Opening Chairman—Mr Peter Brice Leader, NZ Delegation Hon. Hugh Templeton Acting Minister of Education Minister of Trade and Industry Response—Dr A Latif Chief, Asian Centre of Educational Innovation for Development
Tuesday, 4 October	
9.00 am to 10.00 am:	Introductory presentation by New Zealand Election of officers Consideration of work schedule
10.00 am to 10.30 am:	Morning Tea/Coffee

10.30 am to 11.30 am:	Presentation: "Teaching Reading: The New Zealand Style" Presenter: Doug Helm
11.30 am to 12.30 pm:	Presentation: China
12.30 pm to 1.30 pm:	Lunch
1.30 pm to 3.00 pm:	Presentations: Fiji India Indonesia
3.00 pm to 3.30 pm:	Afternoon Tea/Coffee
3.30 pm to 5.00 pm:	Presentations: Malaysia Nepal Pakistan
Evening:	Free

Wednesday, 5 October

9.00 am to 10.00 am:	Presentations: Papua New Guinea Philippines
10.00 am to 10.30 am:	Morning Tea/Coffee
10.30 am to 11.30 am:	Presentation: "New Zealand School Publications Branch" Presenter: Michael Keith
11.30 am to 12.30 pm:	Presentations: Singapore Thailand
12.30 pm to 1.30 pm:	Lunch
1.30 pm to 3.00 pm:	Presentations: Tonga Western Samoa Australia
3.00 pm to 3.30 pm:	Afternoon Tea/Coffee
3.30 pm to 4.30 pm:	Presentation: "The New Zealand *Ready to Read* Project" Presenters: Pam Coote, Margaret Mooney and Terence Taylor
4.30 pm to 5.00 pm:	Presentation: "The International Reading Association" Presenter: Ken Foster
Evening:	Free

Thursday, 6 October

9.00 am to 10.00 am:	Comments: Observer Countries Solomon Islands Vanuatu
10.00 am to 10.30 am:	Morning Tea/Coffee
10.30 am to 12.30 pm:	Presentation: "New Zealand In-service Training and How It Is Adapted for Reading" Presenter: Bryan Hennessey

12.30 pm to 1.30 pm:	Lunch
1.30 pm to 3.00 pm:	MAJOR ASPECTS (A) Organisations and Agencies Discussant—Ken Millar
3.00 pm to 3.30 pm:	Afternoon Tea/Coffee
3.30 pm to 5.00 pm:	(B) Planning to Meet Needs Discussant—Ken Millar
5.00 pm to 7.00 pm:	Dinner
7.00 pm to 8.30 pm:	Private Book Publishing Addresses and Displays by Representatives of Private Book Publishing and Distribution Firms

Friday, 7 October

9.00 am to 10.00 am:	(C) Preparation, Trial, and Evaluation Discussant—Michael Keith
10.00 am to 10.30 am:	Morning Tea/Coffee
10.30 am to 12.30 pm:	Visit Raroa Normal Intermediate School Principal—Mr Jim Milburn Organisation and Use of Textbooks and Reading Materials
12.30 pm to 1.30 pm:	Lunch
1.30 pm to 3.00 pm:	(D) Production, Publication and Distribution (F) Cost Reduction Discussant—Michael Keith
3.00 pm to 3.30 pm:	Afternoon Tea/Coffee
3.30 pm to 4.30 pm:	(E) Evaluation Discussant—Ormond Tate
5.00 pm:	Bus to city Free evening for, e.g., shopping
9.30 pm:	Bus to Burma Lodge

Saturday, 8 October

9.00 am to 10.00 am:	(G) Teacher Involvement (a) Planning, Preparation Trial Evaluation Discussant—Peter Singh
10.00 am to 10.30 am:	Morning Tea/Coffee
10.30 am to 11.30 am:	(G) Teacher Involvement (b) In-service and Pre-service Training Discussant—Peter Singh
11.30 am to 12.30 pm:	(H) Review of Major Aspects Suggestions for Follow-up Action Discussant—Peter Brice
12.30 pm to 1.30 pm:	Lunch
1.30 pm to 3.00 pm:	Working Groups on Major Aspects

3.00 pm to 3.30 pm:	Afternoon Tea/Coffee
3.30 pm to 5.00 pm:	Working Groups on Major Aspects
Evening:	Free
Sunday, 9 October	
Morning:	Free
9.00 am to 4.00 pm:	Bus Trip—Wellington/Kapiti/Marae Visit Tour Leader—Michael Keith
4.30 pm to 8.00 pm:	Home Visits
Monday, 10 October	
8.30 am:	Briefing from Mr Ted Preston
8.45 am:	Bus leaves for Island Bay
9.15 am to 12.00 noon:	Visit Island Bay School Principal—Mr Don Barrowman Reading Recovery Procedures Maori Welcome, and Morning Tea/Coffee Junior Classrooms: Language/Reading Programmes
12.30 pm to 1.30 pm:	Lunch
1.30pm to 3.00 pm:	Working Groups
3.00 pm to 3.30 pm:	Afternoon Tea/Coffee
3.30 pm to 5.00 pm:	Working Groups
5.45 pm:	Bus leaves Burma Lodge for Parliament Buildings
6.00 pm to 7.30 pm:	Parliamentary Reception Hosted by Rt. Hon. W. Talbot, Minister of Tourism
7.45 pm:	Bus leaves Parliament Buildings for Burma Lodge
Tuesday, 11 October	
9.00 am to 12.00 noon:	Visits of Individual or Group Choice (details and options provided Tuesday, 4 October)
12.30 pm to 1.30 pm:	Lunch
1.30 pm to 3.00 pm:	Groups Review Draft Reports of Major Aspects
3.00 pm to 3.30pm:	Afternoon Tea/Coffee
3.30 pm to 5.00 pm:	Groups Continue and Complete Review of Draft Reports
Evening:	Free
Wednesday, 12 October	
9.00 am to 10.00 am:	Consideration of Draft Seminar Report
10.00 am to 10.30 am:	Morning Tea/Coffee
10.30 am to 12.00 noon:	Adoption of Draft Seminar Report. Concluding Remarks

III. Opening Address by Hon. Hugh Templeton, Acting Minister of Education, Minister of Trade and Industry

Opening of UNESCO/APEID Regional Seminar on Textbooks and Reading Materials: Burma Lodge, Wellington, 8.00 p.m. 3 October 1983

Mr Brice, leader of the New Zealand participants; Dr Latif, Chief of the Asian Centre of Educational Innovation for Development; seminar participants representing overseas countries; distinguished guests; ladies and gentlemen.

It gives me very great pleasure on behalf of the Government and the people of New Zealand to welcome you all to this Seminar. My colleague, the Minister of Education, regrets that he cannot be here tonight and has asked me to deputise for him. On his behalf, as well as my own, I especially want to issue a very warm welcome to our overseas visitors. From a personal point of view I have had a long-standing interest in international activities and I therefore welcome your presence here on that account. From a more official point of view, I hold office in the New Zealand Government as Minister of Trade and Industry. New Zealand is a trading nation and in the international scene we must trade to survive. The more we know about our trading partners and our potential trading partners, and the more they know about us, the better it is, I believe, for all concerned. I am sure that one of the important outcomes of a conference such as this is the sharing of knowledge and the development of understanding about each other. I therefore welcome your presence here on that account.

This seminar, of course, is not directly concerned with trade or industry but with educational matters. Again there are two counts on which I welcome such a conference. First, let me declare a strong personal interest in education. My father was a school teacher which meant I was brought up in a household where education, schools, the school system, teachers and pupils were matters of daily concern. Since those early days this close association has continued as a student, as a parent, as an adult in the community and as a Member of Parliament. Because of this background, you will appreciate, I am sure, my strong personal interest in education.

Secondly, I welcome this educational conference as a member of a Government which places great value on education. The New Zealand Parliament has just completed debating the amount of money which it is estimated will be spent by the Government on education for the current financial year. This country, like many of your countries, is facing considerable financial difficulties at the present time. Despite these difficulties, the New Zealand Parliament has voted a record amount of money to be spent on education this year. In voting this record amount, Parliament is, I believe, reflecting the value placed on education by the New Zealand community as a whole.

I would not want to give the impression that, in comparison with other developed countries, New Zealand has a lavish system of education. The New

Zealand education system recently underwent an appraisal by the Organisation for Economic Co-operation and Development—OECD as it is commonly called. I would like to quote a brief extract from the report by the examiners, because it relates to what I have been saying. The extract reads:

> The examiners were very favourably impressed with what they saw of the New Zealand education system. There seemed to be substantial satisfaction with it among its clientele. It is administered in a highly professional way. The overall level of provision gives the impression of being of a high standard, but not extravagant. There have been systematic and largely successful attempts to ensure that educational opportunities are equally available in rural and less populated areas, to provide for disadvantaged groups and to maintain open entry to university. The community is well involved in local management, and school buildings are used out of hours.

The points I want to emphasise are that, on the one hand, the New Zealand education system is regarded by well-informed overseas consultants as being "by and large economically run, and by no means extravagant in its demand for resources" and that, on the other hand, the record expenditure being budgeted for this year reflects the high value p...ed on education by the Government and the people of New Zealand.

I now want to turn my attention to the point this seminar is being jointly sponsored by UNESCO and the New Zealand authorities. UNESCO, a' ou all appreciate, is dedicated to the development of educational, social and cultural understanding among its member countries and particularly among the peoples of those countries. I understand the idea of the seminar arose as a result of a visit to New Zealand last year by Mr Raja Roy Singh, Assistant Director-General of the Regional Office for Education in Asia and the Pacific in Bangkok. We are especially honoured that Dr Latif, Chief of the Asian Centre of Educational Innovation for Development, is able to attend this opening function and participate in some of the sessions o.' the seminar, as well as to attend to other matters associated with his UNESCO responsibilities in Bangkok. Dr Latif, may I again warmly welcome you, and wish you a profitable stay in this country. Dr Latif's major interest is in the Asian Programme of Educational Innovation for Development, or APEID as it is known for short. The Programme, which is a regional co-operative UNESCO programme, has, I understand, been operating for a number of years among Asian and Pacific Member States. New Zealand's association with the Programme extends back over only the last three years. This is the second seminar to be held in New Zealand as part of New Zealand's involvement in APEID. In the first seminar, participants shared their knowledge and techniques in regard to distance learning, and I understand that that was a very successful seminar. I have no doubt that, with the quality of the people I see here this evening, this seminar will again be of great value to the participant countries.

That brings me to the subject of this seminar, namely, the preparation of textbooks and reading materials for primary education. I understand that special reference is being made to the New Zealand experience in the revision and extension of the *Ready to Read* series of books used for teaching reading to young children during their first two or three years at school. I am pleased to be able

to say that I can clearly remember being involved in the Cabinet Committee discussions which led to the Government's decision that this important and innovative series of readers should be revised and extended. If my memory serves me correctly, my signature as Associate Minister of Finance will be found on the papers giving that approval by the Government. That decision reflects the importance placed by the Government on the place of reading as one of the vital accomplishments of a well-educated population. It also reflects the importance of well-trained teachers having adequate resources to carry out their functions as educators. And, interestingly enough, it also reflects the Government's interest in making the most cost-effective decisions possible; and this I understand is one of the topics, as it relates to textbooks and reading materials, to which you will be giving consideration in the course of the next nine days.

As well as being interested in the content of the seminar, I am also interested in the processes which are being utilised to ensure that best use is made of your time together. As I interpret the nature and purpose of the seminar, the seminar provides for an exchange of experience with a view to ensuring that the most effective textbooks and reading materials are produced at the least possible cost. You come from a wide range of backgrounds which ensures a wide range of experience to exchange.

I know that comprehensive background papers have been prepared and studied. Several presentations will be made which will illuminate important features of the background papers and help with the understanding of them. Discussions are planned around important issues, visits have been arranged to places of particular interest, and you will then identify the lessons to be learned. I am sure you have a very full and interesting period ahead of you.

New Zealand is honoured to be asked to host the seminar. I am delighted to have been asked to address you and I am especially pleased that the venue is within the boundaries of my parliamentary electorate. I wish you a comfortable and a profitable stay in New Zealand and, finally, on behalf of the Government and people of New Zealand, I have much pleasure in declaring the seminar open.

P. D. Hasselberg, Government Printer, Wellington, New Zealand—1984

13836E—84PT